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ABSTRACT

This document focuses on the ideas, forces, and events that move the National School Boards Association (NSBA) forward through the years since its founding in 1940 (with its long roots extending back into the middle of the 19th century). The first chapter of this history of the NSBA, "The Antecedent Years," focuses on the years 1850-1938. The second chapter, "NSBA Comes to Life," examines the years 1938-42. "The Dormant Years of World War II," chapter 3, highlights the years 1942-45. Chapter 4, "The Post-War Rebirth," looks at the years 1945-49. The fifth chapter, "A Time of Self-Discovery," examines the years 1949-53. Chapter 6, covering 1953-60, presents "NSBA's Outreach Years." "The Shift to Action," the seventh chapter, deals with the years 1960-67. Chapter 8, "Laying a Solid Foundation," focuses on 1967-70. The ninth chapter, "The Years of Steady Growth," highlights the years 1970-76, and the final chapter, "The Expansion Decade in the Nation's Capital," covers 1976-87. Included are 18 appendices summarizing significant actions or events that focus on specific areas of NSBA's operations, and an epilogue. (WTH)

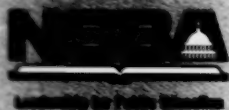
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The Story of the National School Boards Association

By
Thomas A. Shannon

EA 019 262

THE STORY
OF THE
NATIONAL SCHOOL BOARDS ASSOCIATION

by
Thomas A. Shannon

March, 1987

Foreword

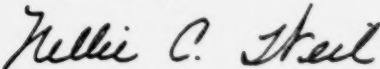
NSBA's history is more than a musty chronicle of grey and shadowy events that has conditioned the growth of a nationwide association over several generations. It is the development of an idea. The idea: a deep and abiding dedication to the service of humanity for years to come through the education of the children of our nation.

That's what the "school board movement" in the United States is -- a reaching out to our future through the intellectual, cultural, and social nurturing of those people who, in fact, will be our future: today's children. As you read this account of a rich and fascinating evolution of an organization of people who, truly and without exaggeration, can be called "the salt of the earth," you will be impressed by an expanding realization that the real inspiration for NSBA's growth -- as well as the enlarging importance of the local school board as the epitome of the American institution of responsible, representative governance of the public elementary and secondary schools in our country -- properly goes to the wave after wave of school board members who accepted the mantle of NSBA leadership down through the years.

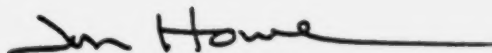
The school board -- the only entity in education truly answerable to the people in our democratic form of government for the condition of education throughout America -- is our nation's best hope for continuing instructional improvement to meet the challenges of tomorrow. The renowned educator, Dr. James B. Conant, was right when he told the 1965 NSBA convention -- in his address advocating successfully the establishment of the Education Commission of the States -- that "what happens in education nationally is determined locally." So was NSBA President W. Leonard Robinson, when he looked the several score of NSBA leaders in the eyes at the 1965 Delegate Assembly and averred that "the solutions to the problems of education in our respective communities...must come from the decisions reached at your school board table and mine."

Our history -- as an association and as individual school boards across America joined together in our state associations -- trumpets everywhere that, where educational progress is to be made in our more than 15,000 local school districts across the United States, it has got to be supported, succored, and stabilized in the local community. That is both the challenge and the task facing NSBA. We believe that school board members will rise to meet it successfully, just as our worthy predecessors, whose story this history is, rose to champion our common cause of public elementary and secondary education in our nation.

Sincerely,



Nellie C. Weil
President



Jonathan T. Howe
President-Elect

March, 1987

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APPENDICES

The appendices -- or "bird's eye views" -- are tabular summaries of significant actions or events that focus on specific areas of NSBA's operations. Use of these summaries relieves the text from the burden of bouncing numbers off readers in a scattered, but ubiquitous, way or causing readers to endure page after page of legalese. The appendices are in back of the text.

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I.
THE ANTECEDENT YEARS

The National School Boards Association was born in America's heartland on a rainy, cold day in the winter of 1940. Just preceding the annual convention of the American Association of School Administrators in St. Louis on February 27-28, officials of several state school boards associations came together and agreed to organize the National Council of State School Boards Associations (NCSSBA). The founding officers were President Florence C. Porter, executive secretary of the California School Trustees Association, and Secretary-Treasurer Wallace A. Clifford, executive secretary of the New York State School Boards Association.

That meeting signaled the beginning of a new era for the local school board in the United States. It also was the culmination of a long drive toward the establishment in our country of a national and federal presence of the local school board, which had been an integral part of the American institution of representative and participatory democracy since 1789, when the state of Massachusetts recognized it as a separate governing entity over the local school district.

But the story of NSBA's genesis really began on August 17, 1865, in Harrisburg, Pennsylvania, when a few executive employees of school boards came together to form the National Association of School Superintendents (NASS). The first president of NASS, the Reverend Birdsey Grant Northrop, was the "agent of the Massachusetts Board of Education." He was elected at the first convention of NASS in Washington, D.C., in February, 1866. Barely five years later, this fledgling national association merged with the National Teachers Association (founded in 1857) and the American Normal School Association (founded in 1858) to form the National Educational Association* at a meeting in Cleveland, Ohio, August 15-19, 1870. The old NASS became the new NEA's Department of Superintendence -- one of the original four departments of NEA -- which eventually evolved into the American Association of School Administrators (AASA). The total membership of the NEA at the outset was 170 persons.

In the late nineteenth century, school board members participated in the NEA Department of Superintendence convention activities on an invitational basis. The Department was small. Its program through 1900 was little more than a yearly convention of the members

* It was not until 1906, when NEA was chartered by Congress, that it changed its name from the National Educational Association to the National Education Association of the United States. The Charter was accepted by the NEA at its annual meeting in 1907. (The National Educational Association originally had been incorporated in the District of Columbia in 1886, but did not actually move NEA headquarters from Ann Arbor, Michigan, to Washington, D.C., until 1917.)

participating in convention activities and probably never numbered more than a couple of hundred. Attendance figures for the Department were not generally recorded in NEA PROCEEDINGS but, in a couple of instances, votes on resolutions and the like during those years by convention attendees consisted of fewer than 200 persons.

But there was ample precedent for laymen and teachers to cooperate in organizations dedicated to the improvement of education. The American Institute of Instruction, founded in Boston on August 19, 1830, was an example. Its early leaders were laymen. Another example was the American Lyceum Association, whose interest was focused on the education of girls, as well as on the introduction of science studies in American education, during its brief life as a putative American association between 1831-1839.

Horace Mann -- a lawyer, former Secretary of the Massachusetts State Board of Education for 12 years, and a Congressman -- was the presiding officer of the National Association of the Friends of Education (later known as the Friends of Common Schools and Universal Education), which was begun in Philadelphia on October 17-19, 1849. After 1850, it became the American Association for the Advancement of Education. It eventually died in 1858. And the National Congress of Mothers -- known later as the National Congress of Parents and Teachers -- came to life in 1897.

The point of reciting the origins and composition of these several nationwide organizations that addressed public school issues in the nineteenth century is that, in all those years during which the NEA was very gradually building from most humble beginnings, there always was a national "home" in the developing United States for lay people deeply interested in elementary and secondary education -- particularly local school board members -- to participate in a national forum and to advocate a nationwide educational agenda.

Another dimension was that, in the late nineteenth and early twentieth century, the position of superintendent of schools was just starting to evolve into the professional status that it enjoys today. Indeed, many superintendents had been school board members themselves. For example, the president of the NEA Department of Superintendence in 1875, James Ormond Wilson, was a lawyer and had been a school board member for eight years. But, notwithstanding this subtle melding of functional lines, William George Bruce, who had founded the AMERICAN SCHOOL BOARD JOURNAL in Milwaukee in 1891, saw a need to focus on the problems and issues confronting school boards from a nationwide perspective. School board members needed their own national organization, Mr. Bruce said, "to elevate the standards of school boards, to increase their efficiency and dignify their labors." Thus, he and several school board members and other NEA members persuaded the NEA to establish a Department of School Administration within NEA in Denver during 1895.

The NEA PROCEEDINGS for 1895 record that the petition presented to the NEA Board of Directors declared: "The undersigned active members of the National Educational Association respectfully petition your honorable body to establish a Department of School Administration. In

view of the success and strength attained by the several state organizations consisting entirely of school boards, the lasting benefit to education derived from such organization in the closer cooperation of school boards and superintendents, we are prompted to ask a favorable consideration of this petition." The petition was "unanimously granted and the department was established."

The first meeting of the new Department of School Administration -- which was separate from the NEA Department of Superintendence -- was held at the NEA convention on July 8, 1896, in the Women's Union Hall in Detroit, according to the 1896 NEA PROCEEDINGS. Mr. Bruce gave the opening address, entitled "The School Board Convention Idea." Two other school board members spoke on the topics, "School Boards, What and Why" and "The Relation of a Board to Its Superintendent." Curiously, the conferees received a "telegram of greeting from the Associated School Boards of Wisconsin, signed by William Meyst, its president." Yet, the Wisconsin Association of School Boards was not formally organized as it is today until 1921.

A resolution appointing a committee at the 1896 premier meeting was chaired by Mr. Bruce. Its purpose: "to consider the advisability of forming separate state associations to act with, and to be a part of, this association." It was adopted. A second resolution, which was tabled, called for a committee "to consider the advisability of holding the annual meeting of this Department of School Administration at a time separate from other educational associations."

On July 10, 1896, Mr. Bruce, who had that day been elected Secretary of the Department of School Administration, reported on his committee's deliberations. He said, "We are of the opinion that the administrative factors of school systems in this country have not been as effective in many directions toward accomplishing the highest results as they should be, or can be. We find that in the consideration of legislation in the various states, in behalf of the educational interests, the administrative factors of school systems have been ignored, and that the professional factors have, in many instances, failed to recognize the practical phases which should, and must, be determined by school boards. We recognize the absolute necessity of stimulating organized effort on the part of school boards, and we therefore submit the following resolution:

"Resolved - That the National Department of School Administration earnestly recommends to the various boards of education throughout the United States a strong effort toward the unification of interests and methods, and toward active cooperation; and be it further,

"Resolved - That we urge the necessity of state organizations of boards of education for the promotion of all matters pertaining to practical and wise school administration."

The resolutions were adopted unanimously.

Later, in "NEA: The First Hundred Years," published in 1957, NEA historians said that the Department of Superintendence "welcomed the new Department (of School Administration) and participated in its deliberations. While its membership was composed of school board members, thus expanding the number of persons interested in education, its program dealt with the same topics and issues that were considered by the superintendents." Because of what the 1924 NEA Executive Committee perceived as "overlapping and duplication" between the two departments, the Department of School Administration was abolished.

Low participation at the national meetings of the Department of Administration undoubtedly had something to do with NEA's decision to end the life of its Department of School Administration. The 1924 NEA PROCEEDINGS noted that approximately 20 people attended the 1924 meeting of the Department of School Administration. And Mr. Bruce was reelected Secretary of the Department. It was the last meeting of the Department. Not aware of that fact, its members expressed a consensus "that the program deserved a better attendance, and upon motion it was decided to ask the National Education Association authorities to inform boards of education next year as to the character and services of the Department of School Administration and thus stimulate a better attendance." That message from NEA never had to be sent out.

Later, in commenting on the demise of the Department of School Administration, Millard D. Bell said in an article in the December, 1945, edition of the AMERICAN SCHOOL BOARD JOURNAL that the effort to organize school board members in the early years of this century, which Mr. Bruce had spearheaded, had failed "due to the transient character of board members, there was an entirely different group of lay officers in attendance at conventions. Consequently, there was no unity of interest and no genuine worthwhile program of work."

The existence of the NEA Department of Superintendence -- it would not become the American Association of School Administrators (AASA) until 1937* -- as a mature nationwide association throughout the 1930s, dealing in issues that were germane to public school administration and operation and relevant to school board governance, was significant to NSBA's development because: (1) it served as an exemplar to school boards in a period when pressure was beginning to build anew for an across-the-country network for lay school board governance; (2) the state school boards associations -- in a total of 22 states in 1936 -- had established themselves as vital entities championing citizen control of the public schools, and they naturally edged toward ways to link up with each other; and (3) the superintendents' conventions,

* In 1937, the NEA Department of Superintendence began operating as a quasi-independent association under the name of AASA, but was still securely under the organizational umbrella of the National Education Association as one of the NEA's original four founding departments. The status of AASA was as an affiliate of NEA, with power to control its own program, policies, and budget. This was an evolutionary development because more than 15 years earlier, in July, 1921, the NEA had amended its bylaws and had set up a separate constitution for the Department of Superintendence that facilitated the employment of the Department's first full-time executive secretary, S.D. Shankland, who was to serve in that capacity for AASA until his retirement in 1946.

While the final schism between AASA and NEA -- which had occurred more than three decades after the name change to AASA -- was attributed to the growth of a unionist stance in NEA, the diverging organizational interests of the administrator-teacher groups were noted as early as August, 1937, when the AMERICAN SCHOOL BOARD JOURNAL, commenting on the June 27-July 1 NEA convention in Detroit, said "The summer conventions of the National Education Association have become so distinctly teachers meetings, in which the interests of teachers dominate the purely educational considerations, that the few school executives who have the courage to attend are rather superfluous." Indeed, the JOURNAL article said that the 1937 NEA meeting also "saw taken the final steps for eliminating from the (NEA) board of directors, the 'old guard', of (21) ex-presidents (mostly superintendents and executives) so that classroom teachers will be in control of the business of the association."

The relationship between NEA and AASA was not completely dissolved until the fall of 1972 when this terse announcement was made in Washington, D.C.: "Rental of space and major services by the American Association of School Administrators from the National Education Association will end early in September when AASA moves its headquarters from the NEA Building in Washington, D.C., to 1801 North Moore Street, Arlington, Virginia."

held in February each year, were attended by state school boards association leaders and school board members and provided an informal forum where they could come together and exchange information on a regular, continuing basis.

II.

NSBA Comes to Life

1938-1942

In tandem with these organizational dynamics, something profound to the nature and function of the local school board was occurring in the United States in the Great Depression days of the 1930s. It was described in the February, 1941, edition of the AMERICAN SCHOOL BOARD JOURNAL as "The Changing Concepts of the Board of Education." The enormous economic pressures of the Great Depression and the burgeoning wars in Europe and Asia, described in the article as "crisis" days of "stress, name calling, and investigation" in education, brought to the fore the local school board in one of its classic roles as buffer between the public and the professionals administering and operating the public schools. The school board, the article observed, "is taking a more and more significant part in the planning and development of the system. It is being pointed out now that the community must be called into the planning of the educational program." Indeed, the article said that "this changing concept" of the school board will see it "becoming leaders with respect to plan and interpretation of all the facilities of the community in terms of an educational program."

The article's author quoted the past president of the New York State School Boards Association in a 1938 speech as having said: "We (school board members) are all trustees of the educational welfare of all the children. No greater or more inspiring trust can come to any thoughtful man or woman." The article's author (then Superintendent of Schools, Tarrytown, New York) observed: "This is a far cry" from earlier days when a school board's duty "was to count noses and to think only in terms of the physical plant." That development -- an awakening activism in the governance of the schools by school boards -- was seen in a positive light. Indeed, his extraordinary conclusion was that "We should be saying our prayers every night for this new help we are receiving." His statement was predicated on his belief that "the profession of education has not been able to answer all the problems in education...It seems to me that the next steps must necessarily be cooperative endeavor where school boards have their fingers on the pulse of the community in individual consultation or in group participation in planning...The bulwark of democracy still, I believe, lies in education. If we would have our schools democratic institutions, it seems to me that we should be using democratic techniques in the solution of our problems."

Two years before the National Council of State School Boards Associations was formed, several school board people met at the 1938 summer convention of the NEA Department of Superintendence -- then also known as AASA -- and renewed the idea of creating a National

Association of Public School Boards, which, within a year, was changed to the National Association of Public School Boards and School Board Members.

Preston O. Van Ness, then executive secretary of the Pennsylvania State School Directors Association, prepared an outline of the proposed National Association of Public School Boards and School Board Members. Van Ness' draft charter called for memberships by individual "school board-directors, commissioners, or trustees throughout the United States," including state school board members. State school board associations were included, as well. The meetings were to be held "in connection with meetings of the National Education Association." Dues were hinged on the number of teachers employed in a district.

The purpose of the new national association, Van Ness wrote, was threefold:

- To secure united cooperation in handling school board problems and to endeavor to bring about general improvement in the public schools.
- To advocate needed national legislation and to carefully scrutinize all national proposed educational bills. (and)
- To promote greater activity and higher efficiency on the part of School Directors in order to secure the best results in the management of the public schools.

Not surprisingly, these "tentative objectives of the National Association follow very closely to those of the Pennsylvania Association," reported the September, 1938, BULLETIN of the Pennsylvania State School Directors Association.

A 14-member "provisional committee" was established to draft a constitution and bylaws. One of its concerns was its annual meeting dates — there was some opposition to its meeting at the same time as AASA's February meetings "to avoid being swallowed up."

The secretary-treasurer of the renamed National Association of Public School Boards and School Board Members, Lynn Thompson, president of the Minneapolis School Board, sent out a notice in the spring of 1939 for a second meeting of the association to be held in Knoxville, Tennessee, September 18-19. Mr. Thompson said: "The need for such a national organization is obvious. The public of America must be made school conscious. The businessman, farmer, professional man, and artisan must all become educated to the fact that the real foundation of business prosperity, as well as social progress, lies in the training of youth. Most of the problems of economical adjustments are of today, and only today. The work of the public school is not only of today, but of all the uncounted tomorrows."

A lively discussion of the urgent issues of the day was conducted during the Knoxville meeting of the infant association. The October, 1939, edition of the AMERICAN SCHOOL BOARD JOURNAL reported that, in a

series of resolutions, the participants affirmed their "loyalty to democracy as a way of life and a form of government and urged that education be fostered as a certain means of insuring democracy in the United States."

Further, the resolutions advocated that the public schools "be kept free and independent of other governmental agencies and that partisan politics be entirely eliminated from their administration and control" and that "in view of the continued emergency in school funds, additional federal aid be provided without federal control."

One resolution was particularly poignant. It favored "the teaching of neutrality of our own government in the present European war" and "insisted that the Association opposes the entrance of the United States into war, unless our country is invaded or threatened with invasion."

Commenting on the call for a second meeting of the new association, the editors of the AMERICAN SCHOOL BOARD JOURNAL said in the May, 1939, edition:

"It is strange that amid all the highly organized movements of this intensely organized age, those who wrestle with the difficult problems of creating and administering the financial support of public schools have remained as a sort of side attraction of the National Education Association, with a limited amount of influence and prestige in its affairs. Most emphasis is given to the technical problems of education, and to those who specialize in methods of teaching. School teachers, from superintendents down to grade teachers, give primary importance to the manner of conducting schools, and training children.

"Any school-board member knows that the first essential is a schoolhouse and the money to heat, light, and equip it. School boards and boards of education, while they are responsible for the conduct and maintenance of schools, are not an active part of the daily school routine and procedure. That is why they are rather on the sidelines at meetings where discussions surround the mechanics of teaching, and the technicalities of discipline and study courses. They are interested, of course, and they try to listen and learn. But when it comes to the real problem of establishing and financing the institution of public education, they have a language all their own. They need the place and the time in which to thresh their problems out to some semblance of unity and national co-operation. They know when highly paid educators talk of new fields of experimentation and progress in public-school work that it will require more money. They know how hard it is to get money enough to carry out the program already established.

"The National Association of Public School Boards and School Board Members has an opportunity for service. It can help carry the problems of citizenship management of public schools to a diffident and nonappreciative constituency."

The association, meeting in Knoxville with a total attendance "in the neighborhood of 150 men and women," adopted a series of resolutions -- affirming education as a certain means of ensuring democracy in the United States, recommending that schools be kept free and independent of other governmental agencies and that partisanship politics be eliminated from the administration and governance of the schools, urging additional federal aid be provided "without federal control," favoring the teaching of "neutrality" in the schools, and opposing entrance of the U.S. into war "unless invaded or threatened with invasion."

At the third annual meeting of the association, November 11-13, 1940, in Chicago, both Florence C. Porter and Wallace A. Clifford were featured speakers. Porter and Clifford were the founding officers of the National Council of State School Boards Associations that had been organized the previous February in St. Louis -- well into the second year of the life of the National Association of Public School Boards and School Board Members. The 1940 meeting featured differential programming, in that small- and large-city group discussions were held. A slate of officers -- mostly school board members -- was elected. Kansas City was selected as the "1941 convention city."

Previously, at its organizational meeting that February, the National Council of State School Boards Associations made the fateful decision to limit memberships "to officers or regularly elected delegates of established state associations of school trustees and school board members." The purposes and activities of the organization, as described in the April, 1940, issue of the AMERICAN SCHOOL BOARD JOURNAL, were:

1. Careful study of existing school conditions to the end that there may be an equalization of educational opportunity in various states.
2. Active cooperation with state departments of education and other educational bodies in an effort to work out a more uniform program.
3. Stimulate interest and cooperation between all schools and the general public through better public relations.
4. Provide better articulation between various parts of school systems.
5. Study the problem of youth unemployment and stimulate interest of governing boards to more actively assist in the placement of graduates.
6. As representatives of the governing boards of school districts, the National Council should seek to coordinate activities of educational groups to the end that there be less duplication of effort and expense, and better general understanding of various objectives.

7. If (and when) added federal support for public education is available, the National Council should be pledged to keep the control of such funds in the hands of regularly established educational bodies.
8. Equalize the burden of school support within and between states. (and)
9. Offer protection against undesirable legal mandates, and seek to remove any political pressure in the administration of schools.

From an organizational perspective, Florence C. Porter, NCSSBA's founding chairman, wrote that the new national association was formed "to establish some medium through which state school boards associations might work together more closely, thus promoting and strengthening their efforts to protect and advance free public education in America. Up to that time (the founding of NCSSBA), school board members, numbering almost half a million, charged with many responsibilities and answerable to the people, had few opportunities to participate in educational legislation, or in the study and formulation of policies affecting the schools nationwide.

The group decided to hold one convention each year "during the meeting of the American Association of School Administrators" at which representatives from the 23 state associations of school boards then existing could attend. And Florence C. Porter, of Bakersfield, California, and Wallace A. Clifford, of Mt. Vernon, New York, both employed executives of state associations, were elected president and secretary-treasurer of NCSSBA, respectively. Less than a decade later, NSBA's Constitution and Bylaws would prohibit employees of Federation Members from holding any elective office in NSBA, thereby ensuring that the ultimate power in the national association always would be held by school board members.

On February 24, 1941, the National Council of State School Boards Associations met for the second time. During the year intervening between the first and second meetings, the officers of the Council had refined the missions and goals of the Council substantially. According to the March, 1941, issue of the AMERICAN SCHOOL BOARD JOURNAL:

"President Porter, in her presidential address, made clear that it will be the purpose of the Council to act as a clearinghouse of information between the existing state associations so that these may better serve in protecting, maintaining, and advancing the public schools; This may best be done: (1) by aiding the state associations to exchange information on legislation, (2) by inspiring informal participation in public relations, (3) by considering and promoting teacher welfare as an element in school improvement, (4) by promoting adequate school support, (5) by aiding in bettering the school plant, (6) by helping improve educational opportunity through equalized support, and (7) by understanding the new responsibility for national defense."

Porter and Clifford were re-elected as officers, and in July, 1941, it was announced that a meeting of the Council was scheduled for San Francisco on February 25, 1942, at the annual convention of AASA. That meeting -- as planned in peacetime 1941 -- was sparsely attended because of the December, 1941, sudden entrance of the United States into World War II. Indeed, Porter later wrote that "even as the group assembled in San Francisco, reports of a Japanese bombing on the Santa Barbara coast were received." But the participants were undaunted and continued with the full program. Porter wrote that it "included presentations on 'The Place of the National Council in the Protection of Public Education' and 'The Responsibility of the School Boards During the War Emergency'. The afternoon program was on the theme 'Fields of Constructive Service for State School Boards Associations', the six phases ranging from 'In-Service Training' to the 'Significance of Attacks Being Made on Public Education'." Discussion participants, Porter wrote, "were carefully chosen from state associations, parent-teacher associations, university departments of education and school administrators."

"State school boards associations realized that many educational problems extend beyond the power of any state to solve. These leaders realized their limitations. In a search for ways to attack their many challenges, they ultimately settled upon collective and cooperative action together through NSBA.

"What are some of those problems that recognize only national and not state or local district boundaries? There is a litany of them: a poorly educated child or youth anywhere affects the nation everywhere; a local or state school system inadequately financed affects the national educational level; those who are denied their civil and personal rights in any area become an example of our democracy's failure before the world; a well-qualified teacher in one state or local school system should be eligible to teach in other states or school districts where he may move without being denied full qualification; a dropout or juvenile delinquent in any community is a national problem; a mentally-retarded student in any community is a national problem; a mentally-retarded or mentally-superior student should receive appropriate education regardless of where he may live; criticism of the public schools is of nationwide concern; the manner in which local, state, and federal agencies are inextricably interwoven in our total tax structure is a nationwide phenomenon; and the fact that there is strong competition for trained people at top levels of our society, including not only scientists and engineers but those who must make up the supply of teachers and school administrators as well, also transcends state and local district boundaries."

Wilburn A. Shannon
NSBA Executive Director in his
unpublished paper "The Emergence of
the National School Boards
Association" (1964)

III.
THE DORMANT YEARS OF WORLD WAR II
1942-1945

Both the National Association of Public School Boards and School Board Members and the National Council of State School Boards Associations went into eclipse during the years of World War II. But that was not the case for individual state associations of school boards. There were 29 state associations in existence when the United States was plunged into war in December, 1941. Three more came into existence during the war years. All of them were functioning well at the state level -- improving their programs, enhancing their skills in working with state-level lawmakers, and solidifying the idea which undergirds any school boards association -- that, together in collective action, school boards can do so much more than can be done alone. This is the culture of a school boards association that gives it the broad base of support it needs to thrive.

These facts -- together with the disrupting influence of the war on people's lives, wartime travel restrictions, and the considerable turnover of school board members even in normal years -- probably made it inevitable that any impetus to reinvigorate the movement toward a nationwide association would not come from the handful of school board members (or former members, as was most likely the case in 1945 following World War II) who had pioneered the pre-war effort of founding the National Association of Public School Boards and School Board Members. Rather, it would come from members of state associations of school boards who had led in the creation of the National Council of State School Boards Associations and who were still in place as executive secretaries of their state associations at war's end.

Indeed, Porter wrote later that, while NCSSBA was "dormant" during the war years, it "was still alive and alert to changing conditions. It was still recognized that there must be added protection against anti-educational pressures." The idea of NCSSBA was nurtured through the most interested members keeping "in touch with each other and with leaders in other educational groups."

Nevertheless, practical-mindedness -- always a hallmark among school board people -- prevailed, and on August 1, 1942, NCSSBA dissolved its treasury and turned back its funds to NCSSBA's three major state association contributors: \$200 to New York, \$78 to Illinois, and \$50 to California. The NCSSBA coffers remained empty until after the war.

IV.
POST-WAR REBIRTH
1945-1949

On November 11-13, 1945, representatives of seven state school boards associations met in Springfield, Illinois, to talk about breathing life back into the National Council of State School Board Associations, which had been somnolent since 1941. This meeting was called by Earl H. Beling, president, and Robert M. Cole, executive

director, of the Illinois Association of School Boards, and was held in the Abraham Lincoln Hotel in Springfield, Illinois, during the 1945 IASB annual convention. Florence C. Porter, of California, the Council's first president, also was present. The "major interest of the delegates" at the meeting, according to the December, 1945, issue of the AMERICAN SCHOOL BOARD JOURNAL, was "the general objective of a clearinghouse for exchange of ideas and information on state and national educational problems." Indeed, the editors of the AMERICAN SCHOOL BOARD JOURNAL, in reporting on the meeting in the December, 1945, issue, observed: "The greatest apparent good that can come from a national council is through the interchange of ideas and methods pursued by the most vigorous and successful associations."

Profound changes had been wrought by World War II -- the end of the Great Depression, the economic and social aspects of rebuilding the Western World, GIs coming home with its impact on employment and a projected "baby boom," and the emerging spectre of imperialistic communism, as well as the new group of elected officers of state school boards associations who had come on the scene since 1941.

These changes persuaded the delegates that their pre-war ideas for the Council had to be completely re-thought. Porter called it a "time for reassessment of values and possible reorganization of the National Council." And this rethinking or reassessment process was begun by new school board member officers who were elected at the meeting: Arthur J. Cromley (New York), president; Fred G. Thatcher, (Louisiana), first vice president; Charles T. Whitaker (Idaho), second vice president, and Robert M. Cole (executive secretary of the Illinois Association), secretary-treasurer. Porter was named to the Executive Committee.

"NSBA, as we know it -- firmly established and dedicated to the improvement of public education -- is a triumph of faith. Under Arthur Crowley's leadership (New York - 1945-47), the concept of a federation of state associations was fostered. At the same time, he believed in close cooperation with professional educators and their organizations, particularly the American Association of School Administrators. During the two terms of David Rose (North Carolina - 1947-49), the purposes and functions of NSBA were further developed.

"To Arthur Crowley and Dave Rose goes much credit for establishing a foundation upon which to build. Their leadership guided NSBA with the vision that has made it possible to develop a practical service for public education imbued with challenge for future improvements."

Robert M. Cole (1949)
Executive Director, Illinois
Association of School Boards and
Founding Secretary-Treasurer
of NSBA (1940)

Progress was slow, but certain. By March 3-4, 1947, when the Council met in Atlantic City in conjunction with the AASA convention, 31 state associations were members. That same year, AASA had about 6,000 members, up from 4,000 in 1930. NCSSBA Secretary-Treasurer Robert M. Cole reported that "the organization is being put on a substantial basis, and plans are underway for providing the members with a national bulletin as a means of closer cooperation."

But the nature of NCSSBA was still under examination. As Cole later wrote, "At the 1947 annual meeting, there was a feeling that the concept of a federation of state associations needed strengthening. This feeling resulted, in large part, from the suggestion that the National Council of State School Boards Associations could best serve education by becoming an affiliate of the National Education Association. That suggestion evoked the immediate reaction that a national association of school boards would make a greater contribution by being a strong, independent group, working in close cooperation with the National Education Association and the American Association of School Administrators. Individual autonomy, plus cooperation, was favored as the way to permit the free expression and free exchange of ideas, without inhibitions or misunderstandings about the role of any of the organizations."

Council President Arthur J. Crowley, in his address to the 1947 meeting participants, said that the nation's schools "have before them three great problems for the solution of which the school boards should seriously work. These are: (1) the increase in teachers' salaries and the betterment of teaching as a profession; (2) federal aid for the states which cannot finance an adequate school program; and (3) the modernization of old school plants and the construction of new buildings to meet the needs of the new school population and the new educational program."

The 1948 annual meeting of the National Council of State School Boards Associations was the last held under that name. The Council voted, at its meeting of February 23-25, 1948, conducted in conjunction with the AASA convention in Atlantic City, to change its name to the National School Boards Association and to authorize the employment, for the

"We shall not permit our public schools to be undermined by careless and unintelligent criticism. If there is one thing of greater importance than anything else, it is that the American people have confidence in their public schools. NSBA and its affiliated state associations of school board members are determined that constructive criticism shall be used as a vehicle to strengthen our schools, but that we shall rise up and challenge and fight, with all the vigor that is in us, destructive and unwarranted criticism of one of the greatest institutions yet known to man -- the public schools of America."

J. Paul Elliott
NSBA President, 1949-51

first time, of a full-time executive secretary, at a date when it was financially feasible to do so.

The Council also approved several resolutions, including a call for school boards to take "active steps...to increase the numbers of competent teachers, especially for the elementary schools, to encourage the providing for in-service training for school staffs, to encourage the Congress to pass legislation to provide federal aid to those states unable to financially support an adequate minimum standard of education...without jeopardy to the traditional American policy of local control of public schools, and to enable members of local school boards to be "accepted as members with \$1.00 yearly dues." It also heard "a thoughtful paper" on "The Advisability of Merit Systems for Teachers" that endeavored to answer the question: "If teachers can rate pupils, why cannot teachers themselves be rated by some cooperative, objective plan?"

The 1948 Council meeting, in the eyes of the editors of the March, 1948, edition of the AMERICAN SCHOOL BOARD JOURNAL, was seen as "slowly developing an understanding of its functions and opportunities as representing some 500,000 school board members associated in 29 state groups. The Council has a distinctly layman approach to the problems of education and is seeking by an exchange of experiences and opinions to help the officers of state organizations to widen their outlook, to adopt more efficient means of service, and to help in all activities, particularly help in legislation, that will contribute to state-wide educational efficiency."

As the JOURNAL also reported, the president of the Council gave a major general session address to the AASA convention on "Appraisal of the Schools: The School Board's Opportunities," which represented "the first time in a quarter century school boards are recognized on the program of the AASA."

During the year intervening between the 1948 and 1949 NSBA conventions, acres of organizational ground were plowed. When the Council -- now operating as NSBA -- met at the Statler Hotel in St. Louis on February 25-26, 1949, a whole new constitution had been written. Its preamble recited that:

"Recognizing that the nation's future is dependent on the complete education of its youth, that in unity there is strength, and that exchange of ideas is important at all times; that co-ordination of effort on the part of all educational forces interested in the betterment of education is necessary; and also recognizing that school boards are in a strategic position to bring about needed improvement of public education, we believe a National School Boards Association will aid in accomplishing these ends."

The 45 board members from 19 states and the eight "guests" who participated in that 1949 meeting agreed that, to implement these aims, they would: (1) strive to interest an increasingly greater number of school boards in NSBA's work and "to strengthen its

financial structure until a full-time executive secretary can be employed," and (2) "exchange state association publications with each other, especially in the areas of legislative advocacy and service to local school boards." Mrs. Florence C. Porter was also designated "honorary past president" in acknowledgment of her being the "originator of the idea for the NSBA" back in 1940. A majority of the 37 state associations in existence in 1948 were now members of NSBA.

One of the "guests" at the NSBA organizing meeting of 1949 was Edward M. Tuttle, then editor-in-chief of Row, Peterson and Company, textbook publishers in Evanston, Illinois, and a former school board president, member of the statewide Advisory Committee on Education in Illinois, and former professor of rural education at Cornell University. Mr. Tuttle, who at 60 years of age was retiring from the publishing business, offered to serve as NSBA's full-time executive secretary, despite the fact that the treasurer's report presented at the meeting indicated that, after all bills were paid, only about \$3.50 was available. Tuttle's offer was accepted, with only tenuous arrangements as to his compensation -- a fact that, a few years later when NSBA's solvency was reasonably secure, caused the NSBA Executive Committee to provide an extra payment to him of \$12,000, payable at the rate of \$200 per month, over and above his regular salary then. Tuttle was to serve from 1949 to 1956, when he "retired" again at age 67.

On May 2, 1949, the NSBA staff -- consisting of Tuttle and the office secretary, Miss Dorothy Smith, whom Tuttle often said could be counted upon to provide "a very gracious and helpful welcome" to school board members visiting in his absence -- moved into NSBA's first offices in Chicago in a building owned by Northwestern University.

Tuttle also entered into an agreement with William C. Bruce, publisher of the AMERICAN SCHOOL BOARD JOURNAL, to write a monthly column about NSBA in the JOURNAL. Bruce was the son of William George Bruce, who had founded the AMERICAN SCHOOL BOARD JOURNAL in 1891 and who had helped establish the first nationwide organization of school board members in the NEA Department of School Administration in 1895.

"School boards occupy a unique position in the American plan of public education. They are composed of lay citizens serving for the most part without remuneration. They represent no special or selfish interest. They have only one excuse for being, one purpose in view -- the highest type of education for the children and youth of community, state, and nation. They function as the connecting link between the public which supports the schools and the profession which conducts the schools. They must look both ways, understand both sides, and interpret each to the other."

Edward M. Tuttle
Executive Secretary
National School Boards Association
September, 1949

In his first column -- titled "All Aboard" in the June, 1949, edition of the JOURNAL -- Tuttle chronicled his efforts in obtaining the NSBA offices. He thanked Dr. Eugene S. Lawler, of Northwestern's School of Education, "who took the initiative in helping us with so favorable a location...The NSBA had not sufficient funds in sight for this year to rent space of this kind at regular rates. The University is furnishing it for our use at the bare cost of maintenance...which is less than one third the regular rental value."

The office was at 450 East Ohio Street, near Lake Michigan on the near north side of Chicago, within a few blocks of the downtown campus of Northwestern University. Tuttle also wrote that "other friends have cooperated in providing pieces of office furniture, so that we have actually had to purchase very few items in order to begin operations."

Tuttle's vision for NSBA was summarized in a few paragraphs that he included in his premier JOURNAL article. He wrote: "The constant endeavor of the National School Boards Association' office and personnel will be maximum service to state associations and local boards everywhere in the nation...NSBA has unlimited potentiality to assume a position of leadership in the educational revitalization that is coming to the public schools of America...School boards constitute the natural link between the people and their schools, and are therefore in a unique position to bring both together in providing the very best possible educational opportunity for our children and youth."

By the fall of 1949, NSBA was incorporated under the "not for profit" laws of the State of Illinois. Today, NSBA maintains that status in Illinois because of a judgment by the Board of Directors in 1978 that a change in incorporation situs, to the District of Columbia, for example, would necessitate lots of meaningless legal work and would potentially imperil a currently solid standing with the U.S. Internal Revenue Service.

The corporate charter of NSBA picked up the language approved by the NSBA Delegate Assembly in February, 1949, and listed, as the five purposes for establishing the association:

- (1) To work for the general advancement of education for the youth of the United States and its possessions;
- (2) To study the educational programs of the different states and to disseminate this information;
- (3) To work for the most efficient and effective organization of the public schools;
- (4) To work for the adequate financial support of the public schools; and,
- (5) To study educational legislation proposed in Congress to the end that the various state school boards associations may be informed of such legislation.

V.
A TIME OF SELF-DISCOVERY
1949-1953

The nation's eyes focused on NSBA in 1949 and its deliberations in forming its organizational structure. B.P. Brodinsky, then editor of EDUCATORS' WASHINGTON DISPATCH (and in later years a frequent freelance writer for NSBA), selected NSBA's "creation" (actually, formal founding through incorporation as a "not for profit" association under Illinois law) as "one of ten major educational events of 1949." The selection was based on ballots cast by the Educational Press Association of America. In 1949, the number of state association members of NSBA grew from 19 to 40.

In the fall and winter of 1949, attention was given by state association leaders nationwide to this threshold question, in preparation for formal discussion at the February, 1950, NSBA annual meeting: "Shall NSBA seek direct contact with local school boards in matters of membership, finance, and service, or shall it work primarily with and through the state association?" That is how the issue was framed in the NSBA "All Aboard" column in the October, 1949, edition of the AMERICAN SCHOOL BOARD JOURNAL. Upon the answer to that question, the article said, "will depend the character and functioning of the National Association in the years to come."

The pros and cons of the debate were described in the JOURNAL this way:

"Direct memberships by local boards would produce a type of national association which would compete with each state association for the interest of boards in that state. Some boards would join both, some would join the state and not the national, and some the national and not the state. A large amount of clerical machinery in the national office would be needed just to keep itself alive and its membership and mailing lists current. Service to the local boards would have to be of a rather general nature, since state laws and regulations are all different and are best interpreted by the respective state associations. A national journal, to which membership would provide subscription, would be an almost immediate necessity. A large general annual meeting would need to be held, and the association would become an action group, similar to the N.E.A., with a lobbying role in national legislation. Participation by the association in co-operative councils with other national agencies would be limited by the extent of its local memberships, and would always be a partial rather than a potentially universal representation.

"State association memberships, on the other hand, would produce a different type of national organization. The National Association would look for its support to a maximum of 48 state associations, and it would grow with them rather than in competition to them. Maintenance machinery in the national office would be held to a minimum and efforts concentrated on acting as an interstate exchange to promote the strengthening of the state associations until all approached more nearly the effectiveness of those now

existing in California, Illinois, Louisiana, New York, Pennsylvania, Washington, and some others. A national journal would not be so immediately necessary because contributions from the national office would find outlet through the state school board journals and releases and through the voluntary co-operation of the AMERICAN SCHOOL BOARD JOURNAL and other existing national publications. The annual meeting would be an assembly of working delegates from state associations instead of a general convention. The NSBA would become an action, or lobbying, organization only in cases of complete agreement among its state memberships. In counsel and co-operation with other national agencies, it would potentially represent all the school boards of the nation, since every local board on becoming a member of a state association would automatically become a member of the national association by reason of the state's affiliation.

"The choice between these alternative plans for national organization will be a decision of first importance in American school board circles. Thinking to date seems generally to favor the state association rather than the local membership plan, but the issue is by no means settled. It is urged that board members consider and discuss this matter in their local, regional, and state meetings between now and February in order that state delegates to the national meeting in Atlantic City, February 24-26, 1950, may be fully informed."

These issues were debated by delegates from about 30 state associations on February 24-25, 1950, at NSBA's annual meeting held in the Haddon Hall Hotel, Atlantic City. Under the heading "Plans for Developing the National School Boards Association," the delegates first heard from a speaker on each of three essential questions: (1) What Type of Organization Shall the NSBA Become? (Statement by O.H. Roberts, Jr., president of the Indiana School Boards Association and later NSBA president); (2) What Method Shall be Used to Finance the NSBA? (Statement by Everett R. Dyer, executive secretary, New York State School Boards Association); and, (3) What Services Shall Be Developed by the NSBA? (Statement by Robert M. Cole, executive director, Illinois Association of School Boards).

"To achieve the status of a strong, influential position in matters pertaining to the public schools on the national level, it was essential to contact and cooperate with other organizations. There were educational organizations, congressional committees, state associations, foundations, teacher accrediting organizations and institutions which were training our teachers. Many meetings, conferences and workshops were held; policies were developed and goals were set for the Association...My activities as President were planned to serve NSBA to the best of my ability. To that end, I devoted a great deal of my time."

Frank H. Trotter
NSBA President, 1951-1953

One hundred school board leaders, representing 30 state associations, participated in the 1950 annual meeting. They decided that NSBA "should be a federation of state associations, that NSBA shall be of service to local schools through the state associations, and that it shall even seek to exercise an influence for good educational legislation on the national level," according to the report published in the March, 1950, AMERICAN SCHOOL BOARD JOURNAL.

According to that same report, NSBA's projected annual budget of \$14,000 for 1950-51 (which, at year's end, actually turned out to be \$8,026) would be financed by each state association paying annual dues of \$100 minimum and "such additional amounts as seem possible of state public school expenditures."

This was the great "goal" compromise -- each state association was expected to pay at least \$100 annually to maintain membership in NSBA and whatever additional sum toward reaching its "goal" that was set by a formula approved by the Delegate Assembly, NSBA's preeminent policy-setting entity consisting then of representatives of the elected leadership of state associations, which met as a "convention within a convention" during NSBA's annual convention. It was a compromise that fitted the situation well because of the precarious financial condition of many of the newer, just emerging state associations.

Thus, as long as a state association paid \$100, it was technically a member in good standing for all purposes -- membership in NSBA would never be a financial burden for even the most modestly circumstanced state association. It was a vast improvement over the utterly inadequate "flat-rate" dues system that it replaced. Further, substantive refinement of the NSBA dues formula would not occur again until 1954, when the NSBA Constitution and Bylaws were amended to require state associations to pay \$100 or 50% of their annual "goal," whichever is larger, to be in "good standing" within NSBA.

In 1962, the "goal" became the minimum dues owing and payable. By 1966, the concept of a "goal" was eliminated altogether from the NSBA Constitution and Bylaws. And that abides today.

Other major issues attracted attention at the 1950 NSBA convention. "A moderate resolution favoring federal aid to states unable to provide an adequate minimum education aroused both support and opposition and was finally tabled," reported the JOURNAL.

In a far-ranging address at the 1950 convention, NSBA's president discussed the "present challenges" in American education. These challenges, the JOURNAL report said, were:

"(1) leveling up school programs to the best types of education offered in the best states;

"(2) the definition of objectives which will preserve our American concepts of democracy and develop children as well-rounded individuals for complete human living in our nation;

- "(3) the solution of problems of administration, including such matters as finance, the lack of adequate buildings, inequalities of program, more efficient teachers;
- "(4) the development of middle-of-the-road programs and teaching methods which will utilize the best ideas of progressive education without loss of basic skills and knowledge;
- "(5) the information of parents and communities generally through good public relations;
- "(6) the improvement of high school programs which are now hampered by college requirements;
- "(7) the study of our unbalanced tax structure in aid of better support of schools."

NSBA, the president concluded, "must be strengthened to become a strong tool in making the public schools effective." His address was consistent with the theme of the convention: "A United Public Schools Program."

Another note on the 1950 annual convention. The custom today at NSBA regional meetings of holding separate meetings over a meal, one for Federation Member presidents and NSBA directors and another for executive directors, originated with two breakfast meetings at the 1950 meeting. The reason, according to the February, 1950, AMERICAN SCHOOL BOARD JOURNAL, was to facilitate discussions by people "who have many problems peculiar to their office on which an exchange of ideas will be helpful."

As to association governance, the 1950 Delegate Assembly increased the number of directors from three to six. These six directors -- together with the president, first and second vice presidents, treasurer and immediate past president -- comprised the "Executive Committee" that conducted NSBA's business between meetings of the Delegate Assembly.

In 1952, the directors were increased to 12. And in 1954 the name of the "Executive Committee" was changed to the "Board of Directors." One year later, an Executive Committee of seven was formed, consisting

"During the formative years of NSBA, it seemed best for the interests of the Association that the president be permitted to succeed himself. I felt, however, that we had become strong enough to advance the officers more rapidly so that there could be broader active participation in leadership. Therefore, I declined the nomination for a second term in order to establish the precedent for a one-year term as president."

Clifton B. Smith
NSBA President, 1953-1954

of the president, first and second vice presidents, treasurer, immediate past president, and two at-large directors elected by the Board of Directors. It was not until 1957 that the current system was adopted: 15 directors (three from each of NSBA's five regions in the United States). (See APPENDIX K)

On November 14-16, 1952, NSBA joined with several professional and institutional groups to form the National Council for Accreditation of Teacher Education. NCATE, which is located in Washington, D.C., and is responsible for accrediting college and university programs that teach teachers, continues to perform a vital function for the public schools. And NSBA today remains an integral part of its governance, support, and program implementation.

In 1953, NSBA produced its first training film, under a grant from the W.K. Kellogg Foundation.* It was entitled "School Board in Action" -- a 27-minute, 16mm film both in black and white and in color. According to W.A. Shannon, in his 1964 unpublished Harvard University Graduate School of Education paper entitled "The Emergence of the National School Boards Association," "School Board in Action" was designed to inspire and guide school board members in the performance of their responsibilities, and to open avenues of cooperation between the school board and the community. The content of the film dramatically illustrates the application of six basic principles of school board operation (in 1953), as follows:

- (1) Every citizen has a right to be heard at open meetings.
- (2) The school system must have a qualified superintendent.
- (3) Teacher-citizen committees are effective aids to the board in the study of many problems.
- (4) Specialists should be used when needed for guidance and counseling.
- (5) Written policies are essential for settling issues or problems. (and)
- (6) Active participation of the entire community is vital if the board is to fulfill its purpose.

March, 1953, was memorable for NSBA's participation in the first meeting of the Education Round Table at Arden House, Harriman, New York. The idea behind this annual meeting was to bring lay and

* The W.K. Kellogg Foundation remains today an ardent supporter of citizen governance of the public schools as part of the American institution of representative government. In January, 1987, it awarded NSBA a grant of \$79,675 to develop a publication on effective school boardsmanship. It is scheduled for publication as an insert to NSBA's two national magazines in late 1987.

professional leaders in education in the United States together for informal discussion of matters affecting public education. The intention was that, based upon "a frank exchange of views," a "greater mutual understanding and better coordinated cooperation" among the more than 30 national organizations participating would result, according to the May, 1953, edition of the AMERICAN SCHOOL BOARD JOURNAL.

The "round table" annual meeting continued through the 1970s, when it lost its potency because of substantially better interchange among the national organizations in the normal course of their work. The signs of moribundity -- organizations either not participating or sending second- and third-level representatives -- began to emerge in the mid-1970s. And that was the beginning of the end of an idea that had seen its time. Today, the organizational interchange fostered by the "round table" is now part of the routine outreach program of NSBA and other national associations.

VI. NSBA's OUTREACH YEARS 1953-1960

During 1953, and again in 1954 and 1955, NSBA hosted national conferences for school board leaders. Financed by the "Fund for the Advancement of Education," these conferences were a milestone in NSBA's emergence on the national educational leadership scene.

The 1953 conference was called to review the work of school boards associations for the betterment of schooling across the country. The review was timely. On the federal level, the Congress and Executive Branch were taking a huge step in gearing up for an expanded federal presence in education during the ensuing years by combining three agencies into one -- with a Cabinet-level Secretary -- through the establishment of the U.S. Department of Health, Education and Welfare.

The 1954 conference had a more narrowly focused theme: "How School Board Associations Can Help Serve the Necessary Teachers and Obtain Facilities for America's Children." W.A. Shannon later wrote that the 1953 and 1954 conference themes were the "two most pressing problems in education at the time."

"In retrospect, we are able to observe the steady, continuous growth of interest as the National School Boards Association has forged its place among the national organizations working for the improvement of education. It has developed into a strong, purposeful organization that is to be reckoned with, and considered with respect, by those genuinely interested in education."

Jesse G. Stratton
NSBA President, 1954-1955

The 1955 conference was hailed as a "Symposium to Explore New Approaches to the Problems of Public Education." Over 90,000 copies of the conference report were published and distributed by NSBA and its federation of state associations.

These three conferences were, in reality, forums to discuss how school boards — charged with the enormous responsibility of governing the public schools in local communities across the nation — could best organize, on both a state and national basis, to most effectively serve as the people's representatives to ensure the highest quality of elementary and secondary education for our country. These conferences, as well as other NSBA meetings of state association leaders, such as the NSBA Delegate Assembly meetings, gradually led to the emergence of a core of commonly held beliefs.

Evolving from this base, the 1955 NSBA Delegate Assembly formulated the first "Statement of Policies and Beliefs of the National School Boards Association."

Adoption of these require a two-thirds majority favorable vote and, once adopted, they remain valid until amended or repealed. (See APPENDIX M for a summary of how NSBA's Policies and Beliefs have been permitted to be amended since 1958.)

Today, the Policies and Beliefs constitute the most fundamental policy for NSBA program guidance. They are the bedrock of common agreement among all the Federation Members of NSBA. In the early days of NSBA operation, they were — as a practical, internal political matter — the only positions upon which NSBA, as an organization, could act as an unabashed advocate without shrieks of anguish from any of its state school boards associations. This induced a certain timidity that was destined to last until the 1962 Delegate Assembly rejected the notion that NSBA should be paralyzed into inaction about issues on which unanimity of viewpoint throughout the Federation is not achieved.

November, 1955, saw NSBA's president deeply involved, with other leaders of education in the nation, in the White House Conference on Education. The agenda was six-fold: (1) What should the schools accomplish, particularly at the elementary and secondary levels? (2) How should the schools be organized? (3) What are the current school plant needs and how may they be met? (4) How may the present shortages of qualified teachers be met? (5) How may the schools be financed to fully meet the needs? (6) How may continuing public

"I believe strongly that NSBA and the state associations of school boards must be the challenging force by which citizens, their trustees -- the school boards -- and the educators achieve their full potential for the youth of our nation."

O.H. Roberts, Jr.
NSBA President, 1955-1956

interest in education be developed and maintained? The NSBA president, who was a member of the White House Conference Planning Committee, chaired the session that addressed question (6).

A problem endemic to NSBA as an organization was pointed up in the 1950s by a recourse to outside funding for programs and activities that NSBA should offer to its Federation, such as sponsoring national conferences, developing training films, and the like. The problem: "How to finance a high quality program on a dues base limited to state association participation?"

In 1956-57, NSBA -- committed to a program that its normal sources of revenue could not sustain -- bailed itself out through a grant from the Fund for the Advancement of Education for the support of a research and development project. This grant of \$65,000 was almost twice the entire revenue of NSBA from all sources in 1955-56 of \$37,202.38.

As one result of this grant, an interchange between NSBA and the National Education Association was formalized in 1956 with creation of the Joint NSBA/NEA Committee. The purpose, the NSBA president said, was "exchanging views, developing better understanding, and planning areas of possible cooperation in behalf of the advancement of public education."

NSBA's outreach did not end at the nation's borders. The NSBA president in 1953-54 was one of a group of 14 education leaders who participated in an educational conference and a month-long visit to the Federal Republic of Germany. This was the precedent for future participation by NSBA leaders in Europe -- most recently in the mid-1980s through the North Atlantic Council and the Organization for Economic and Cooperative Development (OECD). In 1978, the U.S. State Department sponsored a visit to the schools of the Peoples' Republic of China. Other international meetings were pursued, particularly the close relationship that NSBA officers began with the officers of the Canadian School Trustees Association in 1978, which has continued through annual meetings in each other's capital in alternate years.

Similarly, the Fund for the Advancement of Education financed the NSBA "Organization and Action Project" in the amount of \$83,000 for

"We school board members should determine in every situation to ask ourselves these questions: 'Is this the best thing for the children it will affect?' 'Is this the best thing for our community?' and 'Is this the best thing for our state -- or territory -- and nation?' The future greatness of our country depends in a large measure upon the cumulative nationwide effort of the thousands of individual actions by local school boards."

Taylor T. Hicks
NSBA President, 1956-1957

1957-58. The "organization" part of this project was intended to help NSBA "find itself" as a national association, which ultimately resulted in a revised constitution, a broadened membership base, and provisions for increased income. The "action" project made a real contribution to the educational literature of that day. According to the NSBA president, the \$83,000 financed the publication of seven studies that constituted "an action program to encourage school boards to consider ideas developed within their own districts leading to stronger curriculum." This involved full utilization of schools and personnel, more individual attention to schools, better teacher utilization, merit rating, potentials of TV, recruitment and retention of capable teachers, and reorganization of the curriculum.

One way to make NSBA financially independent was considered by the NSBA Board of Directors during the period of its dependence upon the Fund for the Advancement of Education in 1956-1958. It consisted of a proposal to conduct the annual NSBA convention separate and apart from AASA. The Board decided to do just that for 1958.

Three significant reasons came together to impel the Board to decide upon an independent NSBA convention, wrote W.A. Shannon in 1964: "(1) the attendance of school board members and guests had increased until no suitable convention facilities were available in Atlantic City with the exception of Convention Hall, which was being made ready for the AASA convention; (2) many board members who wished to remain for the AASA convention in 1956 and again in 1957 were told by the hotels that they would have to vacate their rooms in Atlantic City as the superintendents were coming for their meeting and the sleeping space was needed -- some board members moved to second- and third-rate hotels, but many returned home angry and wrote letters of protest to

"In reviewing our role in American public education, we school board members can be likened to that of a catalyst. In chemistry, we refer to a catalyst as that substance which causes the reaction to proceed, yet the catalytic agent itself does not change...So it is with NSBA, the state associations, and the local school boards. We are the catalysts in the educational field. We can cause the process to go forward with a good environment for education or we can cause it to go in the reverse direction just as the catalyst can, destroying the very thing we want to produce. We are the people working in the educational process, yet we ourselves are not the ingredient that enters directly into the reaction...NSBA, as a catalyst in American public education, is striving to provide leadership to act as the promoter to bring the people together who will solve the educational problems. To stimulate thinking, to create the desire to want to spend the necessary time to complete the task, and to furnish the tools and the implements required to point out the poisons to the process and offer suggestions as to how they may be eliminated. Our goal is one: the best education for all of our boys and girls."

Everett N. Luce
NSBA President, 1957-1958

the NSBA office in Chicago; and (3) to schedule a separate convention where exhibit space could be sold to help meet the financial objectives of the Association."

At the same time, on recommendation of the Board of Directors, the NSBA Delegate Assembly voted to approve an amendment to the NSBA Constitution and Bylaws broadening the NSBA membership base which, NSBA hoped (as reported in the June, 1958, edition of the AMERICAN SCHOOL BOARD JOURNAL), would "provide a firmer foundation for the organization, both financially and in terms of broadened interest and participation." In addition to state associations, the new (non-voting) members were in the following categories: (1) Associate -- individual professional educational personnel and past board members, (2) Sustaining -- commercial or professional organization personnel; and (3) Active -- local school boards, state boards of education, and individual school board members (provided that the state association "authorized" NSBA to accept the membership of its local boards). (See APPENDIX J for summary of development of NSBA membership classes.)

Thus, the seeds for the Direct Affiliate Program, to be born in 1970, were first implanted in 1958 through the inclusion of local school boards within the ambit of NSBA's memberships, even though those boards' participation fee of \$10 was not much more than a subscription to NSBA's newsletters and they were not factored at all into NSBA's governance.

The first NSBA convention independent of AASA was held April 17-19, 1958, in Miami Beach, Florida. Fifty percent more school board members attended the 1958 NSBA convention than the 1957 meeting in Atlantic City, New Jersey, held just prior to the AASA convention. And 1958 was the first year that all 48 states were affiliated with NSBA -- the Maryland Association of Boards of Education having been organized in Baltimore in December, 1957 -- as well as the then-territories of Hawaii and Alaska. The District of Columbia affiliated as part of NSBA the next year.

The 1958 convention's theme, "School Boards and the Curriculum," responded to the "Sputnik" shock that the Soviet Union's fledgling space program had sent through the political and educational world of the United States that year. And NSBA responded well. As the NSBA president reported later about this period: "It was evident school boards more than ever were taking their true place in educational leadership, and their refusal to panic at the time (1957) of the Sputnik episode had a major effect in helping to strengthen the local school efforts along sensible lines." A specific example of NSBA's response was an article in the May, 1958, edition of the AMERICAN SCHOOL BOARD JOURNAL on "Must We Give Up Local Control?" that was written to counteract the criticism nationwide of school boards and the public schools in the wake of Sputnik.

While the NSBA Board of Directors was painfully mulling over its financial dilemma during the several years leading up to 1958, an important development arose. At the 1956 NSBA convention, reported W.A. Shannon in his 1964 paper, an NSBA director -- S.E. Brogoitti, a member of the State Board of Education of Oregon -- was appointed to chair a committee "to explore the need for a permanent organization at the national level through which state board members could meet to exchange ideas and discuss problems and receive assistance in their solution." This led to the organization of the Associated State Boards of Education (ASBE) as part of NSBA at the 1957 NSBA convention, the last held in conjunction with AASA.

ASBE's affiliation with NSBA was brief. In 1958, it spun off from NSBA, ultimately becoming the independent organization now known as the National Association of State Boards of Education (NASBE), which was incorporated under the not-for-profit corporation laws of Ohio in 1965.

In late 1958, NSBA and Northwestern University jointly established the "National Center for School Board Studies." The Center was intended to address "the priority area of school board orientation and training, the defining and development of procedures, techniques, and materials which will assist newly-elected school board members to reach maximum effectiveness at the earliest possible date of service," according to the 1964 paper of W.A. Shannon, who was on the original governing board. One of the reasons he later gave as undergirding the NSBA Board of Directors' decision to relocate from Chicago to 1940 Sheridan Road, Evanston, Illinois, was to gain additional space for the Center, as well as to be near the resources of Northwestern University's Deering Library. The new NSBA office -- leased from Northwestern University -- was a three-story, 15-room former mansion converted for office use, located on the edge of Northwestern University's Evanston campus. NSBA moved in on October 1, 1958.

A final note about 1958: It was the first year in NSBA's history during which every state in the United States had an operating school boards association -- and all 48 of them (plus affiliated associations of the territories of Hawaii and Alaska) were members in good standing of NSBA.

"After years of planning, the year 1958-59 was one of decision and action for NSBA. We stated that for the year 'our prime target is to have an association, grown to maturity, well-financed and able to give school boards and their state associations competent information and leadership on the national level'. We have substantially achieved that objective."

Carl B. Munck
NSBA President, 1958-59

In its new home, NSBA launched its first effort in 1959 to assist school boards to govern through written school board policies. The result: a 455-page, loose-leaf binder entitled "Policy Reference Manual" and a 38-page booklet "How to Develop Written Policies" that local school boards could buy for \$38. This project -- which quickly proved to be a substantial revenue generator for NSBA -- laid the groundwork for expansion of the service in 1967, with the assistance of a grant from the U.S. Office of Education.

As mentioned earlier, the mid-1950s also saw the beginnings of NSBA's outreach efforts -- to join with other groups in coalitions or in partnerships to address the issues of education and, together, search for solutions that have practical and lasting value. AASA and NEA already had extensive interchange with NSBA. NSBA's cooperative relationships ran the gamut through virtually all the major associations national concerned about the public schools, as well as the U.S. Office of Education.

1960 was the last year that the NSBA YEARBOOK was published as a regular feature of NSBA programming. Issued annually since 1954, it summarized the work and accomplishments of NSBA and state associations on a yearly basis. Toward the end of the series, it became mainly a sort of record of the proceedings of annual conventions. Today, that function is undertaken by NSBA's Annual Report and Planning Calendar and by special "Convention Report" sections of SCHOOL BOARD NEWS.

Also in 1960, the Delegate Assembly established an NSBA Association Foundation to accept contributions for the purpose of financing "a permanent national headquarters building, endowment funds to support fellowships for study in the area of lay responsibilities and service in educational administration, and development of additional research projects to improve school board membership, service, and operation." It was then that the vision of NSBA's own office building was first formally declared -- a vision that would not be realized until more than two decades later.

While the foundation-giving idea has not yet really taken hold at NSBA -- despite some attempts that aborted, most recently in 1984 -- the idea still persists that individual donations to worthy projects, which are in harmony with the missions and goals of NSBA, are a feasible expectation. But that belongs to the history of NSBA yet un-lived and unwritten.

"I am convinced that public education in America is undergoing a period of the most profound change in its history. Within the past decade or so, virtually every element of public education has begun to reflect new attitudes and to search for new approaches in response to the need for better education in order to meet the national and international problems of our time."

Robert E. Willis
NSBA President, 1959-1960

VII.
THE SHIFT TO ACTION
1960-1967

The first half of the decade of the 1960s saw several organizational refinements in NSBA. Easily the most important was the fundamental change in philosophy as to NSBA's voice on national and federal issues. It began at the 1961 Delegate Assembly meeting and was reconfirmed at the 1962 Delegate Assembly. In 1961 -- during the week that Major Grissom made his several minutes' ride beyond the stratosphere which propelled the United States into manned visits of outer space -- the Delegate Assembly brought NSBA, in the words of its executive director 10 years later, "out of its cocoon" by authorizing the NSBA Board of Directors "actively to seek support and implementation through national legislation of policies adopted" by the Delegate Assembly.

This was a development of the most profound impact on NSBA because it transformed NSBA into an action-oriented organization and set the policy keystone for building a vigorous program of advocacy on public school issues from the perspective of the local school board. As the NSBA president said of the 1961 Delegate Assembly's work: "We have recognized the significance of a national voice -- and I want to make that voice an effective one...my first objective will be to see that we move forward to meet this commitment." It also was a vote of confidence in the NSBA Board of Directors, which had recommended the dramatic shift of policy to the Delegate Assembly.

At the 1962 Delegate Assembly meeting, the NSBA Constitution and Bylaws were amended to provide that NSBA not only "study educational legislation proposed in Congress" but also "express and endeavor to make effective the collective will of the membership regarding national needs in education." Moreover, other new language in the 1962 NSBA Constitution and Bylaws authorized the Board of Directors "to seek support and implementation of policies adopted by the Delegate Assembly, by measures which the Board may deem appropriate. Such measures may include action supporting or opposing legislation at

"There are three big problems school boards have to solve: (1) learning to communicate with each other; (2) evaluating our program of education; and (3) developing a sense of urgency. (In doing that) we must avoid the educational bandwagons that regularly come down the road. We will learn to recognize the vested interest of a person or an organization for what it is and subordinate it to the overall purpose of education. (We know that) there are undeniable national issues and there are also local needs (in education). The two can be reconciled and serve each other. In that reconciliation, our schools will be strengthened and, as a result, the education of each child will be improved."

Roy O. Frantz
NSBA President, 1960-1961

the national level." Gone now was any reference to the term "unified" voice of state associations, which some had interpreted as a "unanimous" voice in their arguments to keep NSBA in a passive condition of policy advocacy paralysis.

Clearly, NSBA was now poised to become an action organization because the last hurdle was cleared to fully implement a resolution urging action on the nation's educational issues by NSBA, first approved in resolution form by the 1961 Delegate Assembly. Gone was any NSBA constitutional (but not necessarily internal political) basis for timidity that had chilled NSBA efforts to move ahead with an action program, even in the face of only insubstantial -- but sometimes cacophonous -- opposition within the Federation.

But in any national association, with its infrequent general policy meetings, long-time practices die slowly. This is exemplified in the comment by the then-soon-to-resign NSBA executive Director in the February, 1961, edition of AMERICAN SCHOOL BOARD JOURNAL, who discussed the upcoming 1961 Delegate Assembly's proposed resolution about NSBA taking "action on the nation's educational issues." He said that approval of the resolution "would not necessarily put NSBA into the federal lobbying corridor; rather it would enable NSBA to furnish guideposts to aid local boards and the states in deciding upon their own actions. The association's function might be somewhat like that of a percolator where the grassroots thinking would be brought up to the national level and then distilled and returned back for interpretation and action by state associations of school boards and local boards of education."

This was not the only cautionary note on NSBA's shift to unabashed activism. Dr. Calvin Grieder, chairman of the Department of Educational Administration at the University of Colorado in Boulder, wrote -- in his widely read column, "The Administrator's Clinic," in the now-defunct NATION'S SCHOOLS magazine -- that NSBA's plunge into advocacy boded ill for the public schools generally and for school administrators, in particular. This was the same Calvin Grieder who was credited by NSBA's first president, Florence Porter, in the late 1940s as one of those few who "gave so generously of their time,

"The balance between two extremes -- between those who call for change and want everything thrown out to start over afresh and those who want no change at all and would like to slip backwards in time to an era of fewer demands, fewer problems and simpler ways -- is the position where school board members most often find themselves. Some suggest that that's why we were chosen as school board members -- because we're good, safe, middle-of-the-roaders. This is usually said in anger because neither as individual board members nor as members of NSBA will we consent to be led captive to either extreme. With both sides damning us, perhaps we can find comfort in the knowledge that we must, indeed, be in the balance spot."

Theodore C. Sargent
NSBA President, 1961-1962

knowledge, and acquaintance to help establish the new organization" of NSBA. Grieder's dark view also was shared by Arthur H. Rice, then editor of NATION'S SCHOOLS magazine and later, in 1964, AASA's historian and author of "AASA--The Centennial Story," which AASA never published.

While the 1961 NSBA resolution, coupled with the 1962 NSBA Constitution and Bylaws amendment, were the genesis of NSBA's comprehensive and vigorous program of federal and national level advocacy, it was a small beginning, indeed. And Grieder and Rice were wrong. NSBA's advocacy has made the difference in a whole series of crucial national and federal issues pertinent to the well-being of the public schools over the years.

In early 1961, NSBA ceased sponsoring and preparing the monthly column "All Aboard" in the AMERICAN SCHOOL BOARD JOURNAL. Instead, attention was focused upon expanding the NSBA publication SCHOOL BOARDS, a multi-page monthly newsletter distributed to NSBA's own mailing lists. In November, 1962, a supplementary publication -- "Information Service Bulletin" -- began to be distributed to readers of SCHOOL BOARDS. It carried topical issues relevant to school board governance of a timely or enduring -- and always interesting -- nature. For example, the February, 1967, "Information Service Bulletin" was a four-page historical summary of the local school board entitled "School Boards -- A Proud Heritage." It is partially reprinted as APPENDIX Q.

Another hallmark of a maturing association was added to NSBA in 1964. The Delegate Assembly, reflecting its growing confidence in the NSBA Board of Directors, added board members -- for the first time -- to membership ex-officio in the Delegate Assembly, NSBA's premier policy-making entity.

It is perhaps anomalous that, at the same time of NSBA's 1961 great stride forward -- now cloaked in the mantle of the unabashed advocate on national and federal education issues -- NSBA essentially reversed itself on some important substantive issues. The overriding issue: the federal presence in public elementary and secondary education.

School board members in the early days of NSBA's life approached the issue of the emerging federal partnerships in public school financing and programming in a way that was poles apart from their senior school administrators. While school board members had no problem with

"Our task is not to stop or obstruct the splendid efforts to provide excellence in education, but rather it is to exercise leadership in re-awakening our local communities to the importance of the principle of self-autonomy. For the ideal instrument to direct these national efforts and programs to improve education in ways which will meet the needs of our local communities is the local school board."

Cyrus M. Higely
NSBA President, 1962-1963

federal funding programs that had no programmatic dimension, it was the emergence of Congressional activism on programming in the 1960s that was, aye, the rub. For example, the 1953 NSBA Delegate Assembly, addressing the issue of federal "impact aid" (in which the federal government gives no-strings-attached money to school districts that educate large numbers of children of armed forces personnel or federal employees) unanimously adopted a resolution that "actively urged the Congress of the United States to continue the program of federal assistance to schools in federally affected areas by increasing the appropriations for and extending the provisions of Public Law 815 and Public Law 874 until such time as federally induced, emergency conditions no longer impose a financial hardship on the local public schools." But, when Congress wanted to assure that a particular national interest was served by federal funding for school districts and affixed prescriptive conditions on the grants, school board members always looked at the larger question implicit in federal funding: "Who shall ultimately make the final decisions affecting the local educational programs that are financed by federal funds?"

School board members were skeptical that the federal government would provide the funds and then passively back off when decisions about actual programming would have to be made. They viewed federal guidelines, policies, rules and regulations, conditions, and suggested operating approaches -- to say nothing of the in terrorem spectre of federal audit and pre-audit investigations -- as nothing short of preemption of local authority and a subversion of the American institution of representative government of the schools. Besides, some school board members claimed, with the federal government providing only a small percentage of total funding, there wasn't that much money involved -- certainly not enough to sell the birthright of local control.

School administrators, harassed by the day-to-day dynamics of providing educational programs to deserving youngsters in the face of endemic inadequate funding, never spent much energy fretting about the darker side of the larger philosophical issues of federal subventions. They saw themselves as responsible for "getting the job done," and they wanted only to get on with it as expeditiously, albeit pragmatically, as possible.

That's why, for example, AASA's predecessor organization, the National Association of School Superintendents (NASS), met with President U.S. Grant in Washington, D.C., on Wednesday afternoon, March 2, 1870. The 27 superintendents present discussed with him the most substantial resolution they had approved during their conference. It memorialized the Senate and House of Representatives, according to AASA's historian, Arthur H. Rice, "that the true interests of the nation would be promoted by an adequate equalization of the educational funds of the states so far as relates to the purposes of education by the general (federal) government." This advocacy of federal general aid was part of the central core history of the organized school administrator profession from its very beginning.

But not so with school boards.

As early as 1948 -- when the nation was witnessing the successful implementation of the most massive federal aid to education programs in history, namely the G.I. Bill assisting veterans to further their schooling -- the idea of federal aid generated real debate among school board members. As NSBA's founding secretary-treasurer, Robert M. Cole of Illinois, wrote: "A problem which helped to crystalize the thinking of NSBA was federal aid to education. There were sharp lines of difference expressed. Settlement of this controversy, under the guidance of Dr. David Rose -- NSBA's second president -- resulted in the following policy: "It is the function of NSBA to furnish its members with all possible information, pro and con, with respect to any controversial subject so that each state association may decide for itself what position it will take."

The 1962 NSBA Delegate Assembly showed in St. Louis, in the early spring of that year, that federal aid to education had lost none of its controversial veneer among school board members during the decade intervening between the "Rose Compromise" and NSBA's 1961-62 determination to graduate from being a mere collector and disseminator of information to acting as an advocate for the school board perspective at the national and federal levels. The Delegate Assembly, by a more than two-thirds majority vote, decided to oppose any general federal aid legislation, the establishment of a National Board of Education, and any extension of U.S. Office of Education programming which adversely affects local school board authority. The reason: safeguarding local control.

The action by the Delegate Assembly was based on a nationwide survey of school board members, conducted by NSBA in response to a 1961 Delegate Assembly resolution that called for NSBA "to ascertain...the thinking of school board members of America as to the desirability and need for federal assistance in operating their schools." That thinking could be summed up tersely: Federal funding inexorably and inevitably brings federal control. Therefore, no federal aid!

This strident view, however, gradually changed. In time, federal aid began to be looked upon more as a fact of life that had to be dealt with than a choice to be made by school board members. This view was prompted by the political growth of urban centers, a new social consciousness wrought in the American "civil rights revolution," a U.S. President who had unbounded faith in education as society's savior, and the normal high turnover of state association elected leaders who made up NSBA's Delegate Assembly.

Strong, persistent, and visionary leadership by NSBA's presidents and other officers and directors also was a large factor in this change of heart toward federal aid to education. The NSBA president exhorted the 1962 convention participants, for example, to "change their attitudes -- stop thinking of their schools as provincial pockets of learning and see them as part of a national fabric of education and understanding."

By 1964, the beginning of a change of attitude toward federal aid pushed itself to the fore. While the Delegate Assembly that year failed to muster a two-thirds majority vote to change NSBA's negative

policy stance toward federal aid to education and did not approve a resolution calling for NSBA to endorse federal assistance with state and local control, it did pass a motion to throw the whole issue to a study committee for a report and recommendations. That action was conditioned by a new concern of school board members. The NSBA president called it "the increasing diversion of (federal) public funds for non-public schools," exemplified by the Congress' passage in 1963 of the Higher Education Act and Vocational Education Act. NSBA was -- and is -- unalterably opposed to the use of public funds for the support of private schools.

At the 1965 NSBA Convention and Exposition, the outgoing NSBA president "urged school boards to recognize increasing federal aid to education as an accomplished fact, to adjust to it and to use their influence and exercise their responsibility at the local level in shaping the changes that such aid is certain to cause," reported the May, 1965, edition of the AMERICAN SCHOOL BOARD JOURNAL.

The Delegate Assembly listened well. It approved policies that recognized the increasing federal involvement in education and emphasized that federal aid funds for education be handled by state and local public agencies. But resolute action was not as quick in coming. In the face of rapidly accelerating interest in education by the Congress in 1965, NSBA never testified in the many hearings held on the Hill that year.

It was not until 1966 that the federal aid issue had come full circle. The Delegate Assembly passed a resolution supporting "the principle that federal funds appropriated for public education purposes should include funds in the form of general aid, administered without federal control through the U.S. Office of Education and the appropriate state agencies in accordance with state policy."

This resolution was adopted after hearing two extraordinary speeches at the 1966 NSBA Convention and Exposition and after heeding the practical advice of NSBA's leadership. One speech, by keynoter Vice President Hubert H. Humphrey, admonished school board members not to spend any more time debating whether there should be federal aid to education. He said: "That's been decided!" In the other general session talk, U.S. Commissioner Harold Howe II endeavored to rebut a statement by the then-president of the Des Moines school board, who

"What we school board leaders can do is let our voice be heard whenever the opportunity presents itself and whenever it is appropriate for us to do so. Our message is really very simple -- that local control is fundamental to good education; and that any whittling away of the authority and responsibility of local school boards poses a real threat both to public education and to one of our most important democratic institutions."

Helen A. Radke
NSBA President, 1963-1964

had said "the growth of federal programs for education threatens to make school boards as extinct as the dodo." Howe denied this charge by declaring: "Federal programs properly used can inject new life into school boards. Far from wringing the neck of a languishing dodo, they can put new sass and feathers on the old bird and give us a very lively fowl, indeed."

This practical advice was from the 1966 NSBA Resolutions chairman: "By taking a positive position, NSBA can be effective in the decision-making process while at the same time alerting the people at the state and local level that, unless they act wisely and judiciously, a vacuum may be created and the federal government will quickly move in."

In any case, the new NSBA resolution fit the theme of the 1966 NSBA Convention and Exposition: "School Boards Chart a New Course."

Ultimately, when NSBA made a commitment to lead and not just to observe and view with alarm the new thrust of the federal government in education, its natural position and gifted elected leaders pushed NSBA to the fore. In 1970, for example, the NSBA president chaired a press conference of all major education groups challenging President Nixon's veto of the public education appropriations. By that year, NSBA was urging Congress to provide at least 20% federal funding of public schools in the form of general aid but, by 1974, this had changed to one-third. That goal persisted until 1977, when the one-third provision was dropped by the NSBA Delegate Assembly.

NSBA's policy that all federal education programs should be "fully funded" — that is, all expenses to pay for each federal program's implementation be paid by the creator of the program, the federal government — began in 1969 and persists today, as did NSBA's belief that public schools should share in any federal "revenue sharing" program, first proposed by President Richard M. Nixon as an element in his "New Federalism" in 1968.

The evolution of NSBA's federal aid policy over the course of several years of Delegate Assembly debates, countless studies, nationwide surveys, and many forums where the pros and cons of the issue were exhaustively bruited about in state association conferences and around the NSBA Board of Directors meeting table, underscores the tripartite essence of leadership of a national association — the persistence to continue the advocacy of a position, the patience to be content with being rewarded with its acceptance over time, and the strong-mindedness to keep one's goal in sight, despite distraction upon distraction. The simple fact is that, in attempting to lead an association whose governing body meets only annually, and whose membership turns over completely every few years, there is an enormous amount of spade work that must be done in preparation for decision-making on complex or contentious matters. It sometimes takes years -- and many setbacks and temporary defeats are sustained in the process. Those who would lead associations with far-flung constituencies, such as NSBA and state associations, need the

persistence, patience, and strong-mindedness of the battle-scarred soldier Sir Andrew Barton wrote about, in these words:

"I am hurt, but I am not slain.
I'll lie me down and bleed awhile,
And then I'll fight again."

NSBA was instrumental in helping to establish the Education Commission of the States (ECS) in 1965. ECS is a national association, headquartered in Denver, that exists because of a compact among most of the states in the United States. ECS is a forum intended to bring together state legislators and governors with educational leaders to address the whole spectrum of educational issues, pre-kindergarten through graduate school.

Here is a first-person account of NSBA's assistance, provided by NSBA's 1968-69 President R. Winfield Smith in an interview in 1986:

"In 1964, I was chairman of the Policy Committee of NSBA. One of the things our committee was very interested in, and very concerned about, was that there was not really any voice for state legislatures to be part of the liaison with our (educational policy maker) counterparts in other states. With the beginning of federal interest, there was no opportunity for them to do that, but there ought to be. So we decided we would ask the NSBA Delegate Assembly to endorse the idea of trying to form some sort of national organization or structure to achieve that purpose, where state legislators, governors, school board people, and other educators could get together in a forum of some kind.

"About the same time, there were two other expressions of a very similar interest. Professor James B. Conant, of Harvard, was in the process of writing a book on the American high school. He came to NSBA and said he was thinking of proposing an idea, and it was the same general idea. We said we're thinking about that too, so let's get together and talk about it.

"The collision of four social forces buffeting our society today -- more population, greater mobility, more urbanization, and greater industrial expansion -- creates a multitude of problems for a public institution such as the public schools, and the solution to these problems must come from the citizens at the local level...That's why the theme for the 1965 NSBA convention is 'Citizen Responsibility for Public Education' because we believe our schools should be run and controlled by the people at the local level."

W. Leonard Robinson
NSBA President, 1964-1965

"Almost within days, Terry Sanford, who was then governor of North Carolina and also president of the National Governors' Conference, called NSBA and said, 'You know, I'm thinking about proposing...' He had the same general idea. It's the old story of the simultaneousness of invention. Like Alexander Graham Bell invented the telephone, but so did Elias Gray and two or three others, all at the same time. And this all happened at the same time. It was fascinating. So we all three got together to discuss this, and we agreed that it really ought to be launched through the NSBA.

"We decided that we'd use the 1965 NSBA Delegate Assembly as a launching pad for this education commission of the states idea. It was just a concept. Both Terry Sanford and Professor Conant would come to the Delegate Assembly and back this up, from their point of view. They did, and it went through. So the organization was launched, and NSBA and the Education Commission of the States have been close partners ever since."

The issues most concerning school board members in the mid-decade of the 1960s were thoughtfully summarized by the NSBA president in his address to the 1965 Delegate Assembly.

He remarked that "in order to maintain and protect our system of local control of education, we have to do more than protest against the trends which threaten this historical responsibility. We need to take a new look at 'local responsibility'. To do this, it seems to me that there are four areas which should merit our attention."

Those areas, he stated, were: (1) Broader participation at the local level in the affairs of the schools by as many people as possible so that more informed decisions can be made by board members; (2) Better in-service education programs for board members; (3) The way boards make decisions should be examined to ensure that such decisions are based on knowledge and not merely tradition or emotion and always ask the question "What is in the best interest of the children?"; and (4)

"The education team of the past, which traditionally found its direction at local and state levels, has now been strengthened by two new partners -- junior partners, but nevertheless partners. One is the federal government, and the other the private foundations and organizations taking an active role in stimulating new educational programs. Their help is welcome. Every segment of America is needed in this effort to make our schools fully capable of the tasks being demanded of them."

Edna Paul
NSBA President, 1965-1966

Clarify the role of the superintendent who can no longer be "all things to all people" in staff relationships -- "in fact, with a clear understanding of his role, with good lines of communication, and with a good public relations program, many of the problems will never arise."

The middle-sixties saw two significant new dimensions arise that persist today. One was the emergence of the federal government's new initiatives in education, engineered by Lyndon B. Johnson -- a former teacher, who wanted to be known as the "Education President" -- through the enactment of the Elementary and Secondary Education Act of 1965. The other was the expansion of the influence of private foundations in financing education studies. Both called for a new sophistication on the part of NSBA and its Federation Members. And NSBA would not be found wanting.

As the NSBA president told the 1966 Delegate Assembly: "It is the Boards of Education of this country who are best able to supply the power for change and improvement. They have an opportunity to do so at a time when the instruments of change and improvement are more adequately supported in spirit and in dollars than at any time in our history...There is no other educational force that is answerable to the people...But, more than that, we must show that we are there with understanding of the forces that are changing America and our schools, with courage to discard the outmoded and try new patterns, with creativity demanded of a new partnership with federal concern and state responsibility."

The 1966 Delegate Assembly adopted two other important new positions, in addition to the one discussed earlier that federal educational subventions should include "funds in the form of general aid

"One of the prime concerns of school boards is what our schools should teach. Today, a variety of forces are pressing relentlessly on education to intensify the learning process, including the revolution of science and technology, our new frontiers in outer space, the changing patterns of economic life, the expanding role of government in an increasingly interdependent society, the sharpening conflicts concerning values, and the new international role which we are playing. School boards often realize the need to change the structural pattern of education and yet at the same time hesitate to break with tradition and experiment with the unfamiliar or to adopt the revolutionary. On the other hand, there is danger that we will become excited and make sweeping revisions in response to much-publicized experiments, or in answer to the demands of pressure groups which do not take into account the students' total educational needs. If our public schools are to advance, changes cannot be made haphazardly or impulsively."

Joseph Ackerman
NSBA President, 1966-67

administered without federal control." These were (1) a statement reaffirming NSBA's position that "Local school boards must accept a leadership role in removing all barriers of educationally deprived children of either race, ethnic background or socio-economic status from full access to the educational opportunities provided at public expense"; and (2) a statement urging every school district to "constantly seek ways to provide quality educational opportunities for all children in keeping with the demands of today's society (and every school board, as representatives of their community) to "joining with other community leaders in eliminating the evils of segregation and the social and educational disadvantages which accompany them."

This work of the 1966 Delegate Assembly was reinforced by a series of five regional conferences that looked at the relationships between and among local school boards, the state, and federal governments in public elementary and secondary education. The conferences were held in a climate set by President Lyndon B. Johnson's "creative federalism" -- the idea that the federal government will respond directly to needs that affect the national interest. In education, he believed those needs existed in the cities, for the most part. And, to meet them, his "Great Society" saw no harm in dealing with cities and local school districts, to the consternation of state authorities, who complained bitterly of being bypassed. Far from complaining, NSBA joined several other locally-focused education organizations in 1968 in presenting President Johnson in White House ceremonies with an award designating him as the "Educator President."

As the NSBA executive director reported to the Delegate Assembly in retrospect in 1971, "Out of these (1966) conferences grew guidelines which helped draw the lines between the three (federal, state, and local) governing bodies which share a common responsibility for funding education and for determining its kind and quality. It was these conferences that developed the oft-quoted statement 'Public education is a federal concern, a state responsibility, and a matter of local control'."

1966 also saw the Delegate Assembly make the decision to soon open the NSBA Office of Federal and Congressional Relations in Washington, D.C. Too, it culminated the first several years of extensive policy debates in the Delegate Assembly on how school boards should operate in a climate of quasi-revolutionary change in their relationships with teachers. Militant unionism had, in most parts of the nation, completely altered the teaching profession, the way the public perceived teachers, and the manner that school boards and school administrators worked with teachers -- not just on issues of employer-employee relations but across the board, including the formulation of school policy. This led to a whole new need for in-service education of school board members, which state associations and NSBA responded to through new programming and a brand new set of policies intended to preserve lay citizen control of the public elementary and secondary schools in the face of collectively bargained educational policy that, as a practical matter, diluted the authority of the people's elected representatives -- the school board -- to decide unilaterally all educational policy matters.

VIII.
LAYING A SOLID FOUNDATION
1967-70

1967 was a year of momentous events for NSBA. The Board of Directors authorized the formation of three Councils and placed their chairmen on the Board ex-officio without vote; approved the purchase of the AMERICAN SCHOOL BOARD JOURNAL; and opened a "branch office" in Washington, D.C., for federal liaison and representation.

The 1967 opening of NSBA's branch office in Washington, D.C., had, like most developments in NSBA, a long history. As early as 1962, the NSBA Board of Directors talked about a Federal City office. In 1964, the NSBA Delegate Assembly requested the Board of Directors "to consider ways to achieve such representation in the nation's capital as may be necessary to obtain adequate information (about federal law proposals affecting the public schools) for a prompt distribution to the state associations." This effort culminated in the decision to open NSBA's Washington, D.C., office and to employ its first full-time lobbyist, Paul Carlin, who, later in the 1980s in President Ronald Reagan's Administration, was to become Postmaster General of the United States.

Established were the Council of Big City Boards of Education, the Council of School Attorneys, and the Council of Community College Boards.

The Council of Big City Boards of Education served school systems across the nation that had a core-city population of 300,000 or more persons and that were members in good standing of their state association. The first organizational meeting had been held in connection with the 1967 NSBA convention, on recommendation of the Board of Directors' Big City Planning Committee that had met during 1966.

The first chairman of the Council told the NSBA Board of Directors at its April 26, 1968, pre-convention meeting that "the lead-time between the educational problems of the big city boards and those boards of education representing smaller jurisdictions is rapidly being diminished. The current areas of interest of the core-city board members include: collective bargaining, the exchange of information,

"As school board members, we assume a two-fold obligation: First, to continue to make clear the inadequacies of the federal support patterns of our schools; and, Second, to attempt to exert political influence by working with state school boards associations and the Congress to adopt and implement programs that will provide adequate levels of support and will provide an equalized foundation for quality education among the school districts."

Ruth Mancuso
NSBA President, 1967-1968

restructuring of school systems, apportionment formulas for state and federal aid, and a continual evaluation of the role of management within local school districts. Through NSBA, the core-city board members want a forum through which they can exchange information on the major educational problems confronting our metropolitan areas."

The Council of Big City Boards of Education changed its name to the Council of Urban Boards of Education -- CUBE -- in 1978 and, more recently, has been integrated into the NSBA Direct Affiliate program. Because many school boards have "big city" educational problems but do not meet the original requirement of serving a core-city population of 300,000 persons, the Council -- with the approval of the NSBA Board of Directors -- now requires a core-city population of 100,000 persons.

Today, more than 70 urban boards belong to CUBE. They meet prior to the start of the NSBA Convention and Exposition each spring, as well as during the fall for the Council's legislative conference that had its genesis at the September, 1967, Urban Schools Conference in Washington, D.C. At that time, more than 300 school board leaders from the nation's largest school districts (15,000 pupils and over) came together to address the growing federal dimension in education at the then-new Washington Hilton Hotel. While the chairman of the Council has been an ex officio member of the Board of Directors from its inception, it would take almost 20 years for that Council representative to match the voice with the vote. The 1986 NSBA Delegate Assembly amended NSBA's Constitution and Bylaws to make the CUBE chairman a full voting member of the NSBA Board of Directors.

The Council of School Attorneys originally had a three-pronged mission: (1) to provide timely information and assistance to attorneys who serve local public school districts; (2) to create a national forum for school lawyers to exchange information on the complex legal problems confronting local public schools; and (3) to organize a cadre of attorneys to assist NSBA in filing friend-of-the-court briefs in school law cases of national significance. The third mission, though, has never really gotten off the ground and, today, friend-of-the-court briefs are the result of NSBA legal staff's work.

When the Council was created by the NSBA Board of Directors, there was no national organization devoted exclusively to attorneys representing

"The responsibility that falls upon the NSBA Delegate Assembly at its annual meeting during the NSBA Convention is to give direction and forward thrust to NSBA by taking policy positions in a national context on the urgent issues in public education so that the NSBA Board of Directors and staff may be able to state clearly what NSBA stands for -- and may be able to feel certain of their mandate to take action."

R. Winfield Smith
NSBA President, 1968-69

and counseling school boards. Forging a new, closer relationship between school boards and their lawyers was burgeoning activism by the courts in public school operation that reached a crescendo in February, 1969. At that time, the U.S. Supreme Court issued its celebrated decision in the Tinker v. Des Moines Independent Community School District (1969) Viet Nam War "armband protest" case, establishing broad First Amendment "free speech" rights for students in the public schools. The Council was NSBA's response to the newly emerging need of school attorneys to form a network and to nurture the newly developing relationships between boards and their lawyers.

From its first meeting in Portland, Oregon, at the 1967 NSBA convention -- at which about a score of school attorneys participated -- to its membership today of more than 2,000 lawyers representing school boards, the Council continues as the premier national organization of school board attorneys.

The Council of Community College Boards did not have a long life with NSBA. It operated through 1972 and then broke away to form its own organization, independent from NSBA, as the Association of Community College Trustees. This event coincided with the nationwide movement typified by the re-characterization of "junior colleges" as "community colleges" and the severing of organizational links with elementary and secondary schools on the grounds that community colleges were a part of "higher education."

The NSBA Board of Directors made spirited attempts to preserve the linkage at the national association level, as evidenced by its approval of recommendations made by its own Special Ad Hoc Committee on the concerns of the Council of Community College Boards. But the nationwide thrust -- moving community colleges to seek an identity independent of "lower education" -- could not be overcome, and NSBA graciously helped the Council in its transition to its own organization: the Association of Community College Trustees (ACCT). This help was tangible, and a debt of several thousand dollars owed by ACCT to NSBA was carried on the NSBA books until October 27-28, 1977,

"The end product that we deal with is the child of school years. We can talk all we want about federal encroachment, weak or strong state departments of education, well-guided or misguided state legislators, wise or foolish local boards, well-directed or poorly-directed State School Boards Associations, and we can exert whatever influence we are able to improve these agencies and institutions. The fact remains that, if our efforts are not guided primarily by an overriding concern for the welfare of all the students in all the public schools, we will not be meeting our responsibilities. This is the central premise which must underlie and guide all that NSBA does, all that NSBA stands for."

Harold V. Webb
NSBA Executive Director's report to
the 1967 NSBA Convention

when the NSBA Board unanimously decided "that NSBA not press for repayment from the Association of Community College Trustees and that any debt that might exist be forgiven in light of the financial condition of the Association of Community College Trustees."

ACCT today is headquartered in the metropolitan Washington, D.C., area in Annandale, Virginia, with 780 members, and issues regular publications and conducts a national convention in October of each year, according to the "Encyclopedia of Associations — 1987."

Another watershed NSBA Board of Directors meeting in 1967 was held June 29-July 1 in the Palmer House Hotel in Chicago. At that meeting, which followed many months of study aided by expert consultants, the Board authorized borrowing \$50,000 to purchase the AMERICAN SCHOOL BOARD JOURNAL and another \$50,000 "if necessary, to operate said publication until the publication generates sufficient capital to make it possible to retire said loan." In October, 1967, NSBA began publishing the nation's oldest educational journal, which was founded by William George Bruce in Milwaukee and published its first issue on March 1, 1891.

At the outset, according to a "journal after the fact" article celebrating the fifth year of NSBA's publication in the January, 1973, edition of the JOURNAL, NSBA in 1967 bought "little more than an old and respected name along with a list of subscribers." The real worth was "to be determined by the manner in which the new management of the JOURNAL would bring the commodities together to give readers a magazine that resolutely and consistently served their needs and interests." To accomplish this goal, NSBA would "serve the field of education with a journal that was fresh, penetrating, eclectic and, to some careful degree, provocative and iconoclastic" and "above all, a forceful and effective voice and forum for those having something worthwhile to say about the cherished American notion of local control of education."

The JOURNAL's acceptance by school board members as the "preferred magazine" in education had been documented in many surveys. In 1974, the NSBA executive director reported to the Delegate Assembly that the

"What do I expect of you, the school board member, in the 1970s? We know our society is in a period of rapid change...We may not approve of change, or at least such rapid or radical change. Our disapproval won't maintain the status quo, however. We have three alternatives: to oppose change, which is futile; to ignore change, which is foolish and dangerous; or to manage change, which is formidable. To manage change calls for the uncommon man. It calls for a person who anticipates issues and changes, who directs a deliberate course of action based on calm analysis of all available data. To do less is to face the prospect of a continual panic reaction to crisis."

Boardman W. Moore
NSBA President, 1969-1970

JOURNAL "now enjoys the same status among superintendents." In that survey, the nation's superintendents said the JOURNAL was "most widely read, first reading choice, most useful and most interesting, and the one magazine they would be least willing to give up."

School finance was high on the agenda of NSBA in the late 1960s. Indeed, the "crisis in school finance" preoccupied participants in the 1968 NSBA Convention and Exposition. Everything in raising and allocating funds for schools was fair game for examination, including assessment practices, broadening the traditional property tax base over larger jurisdictions than school districts, equalizing the tax burden more equitably, recognizing that property taxes do not recognize the true capacity to pay taxes, eliminating unfair "tax breaks" and "loopholes," and the like.

One overriding conclusion was that state and local revenue sources for education were inadequate. Thus, the Delegate Assembly called upon Congress "to substantially expand federal aid to elementary and secondary education" and pledged NSBA's support for "an appropriate tax increase for this purpose." Specifically, the Delegate Assembly asked for increased funds for disadvantaged and handicapped children's education, vocational and technical education, school construction, and impact aid for districts with a high concentration of federal activity and personnel. The acceptance of the federal government as a partner in education by NSBA was complete by the end of 1968.

IX. THE YEARS OF STEADY GROWTH 1969-1976

An extraordinary action was taken by the 1969 Delegate Assembly. It referred to the Board of Directors a resolution urging the immediate creation of "a Division of Minority Affairs...to be directed by a nonwhite staff member and constituted within the headquarters staff." This position was established in January, 1970, and the first NSBA Director of Human Resources and Minority Affairs began work on July 1, 1970.

This new office was "concerned with two broad areas of human resources and minority affairs: (1) increasing the awareness of white board members into the minority community's problems, as well as to the contributions its citizens can make toward solving some of those problems; and (2) methods of attaining more active involvement by minority persons currently on school boards and by those who, in the future, might serve on school boards," according to the NSBA public relations squib "About Your National Association," printed as a frontispiece in NSBA publications in 1970.

It was a fitting climax to a convention admonished by Assistant Secretary of Health, Education, and Welfare in 1969, James Farmer, in his keynote address, that urged school boards to improve education for the poor through four approaches: "(1) prepare sensible teacher training programs that realistically prepare teachers to teach non-white students; (2) make extensive use of ethnic materials that

reflect the contributions of minority groups; (3) blend into all parts of the curriculum the idea of self-love and love of all mankind; and (4) build educational exits from the ghetto as rapidly as possible by improving education within the ghetto." Farmer's talk was complemented by other sessions calling for more minority participation on school boards so that boards would become "more right than white." Again, the 1969 Delegate Assembly -- and the NSBA Board of Directors -- listened, heard, and acted.

At the NSBA Convention and Exposition in the spring of 1971, meeting room space was provided for a group of black school board members, and the new Director of Human Resources and Minority Affairs assisted them in planning their programs and activities. This group was to become the National Caucus of Black School Board Members.

It was not until 1975 that a group of Hispanic school board members formed what has since become the National Caucus of Hispanic School Board Members. This Caucus also received assistance in its programming by the NSBA Director of Urban and Minority Affairs, which had become the successor title to Human Resources and Minority Affairs. The title change had been made to reflect the heightened emphasis on urban schools.

In 1979, the National Caucus of Young School Board Members was founded at NSBA's 39th Annual Convention and Exposition. Members eligible to participate in this Caucus are men and women serving on school boards who are under 30 years of age. It has been the least active of the three Caucuses, and its program consists mainly of a meeting at the annual NSBA Convention and Exposition.

A proposal studied in the late 1960s to form a Womens' School Board Member Caucus was shelved -- and never reinstated -- when a year-long study persuaded the originators of the idea that there simply was no need for such classification by sex within NSBA on a national basis.

The purpose of all the Caucuses was to facilitate the gathering together of people with special needs and particular focus to discuss matters of mutual concern and to become better acquainted with the operations of NSBA. They began -- and continue -- as separate organizations, independent from NSBA. In 1979, NSBA began to list the Caucus meetings and events at NSBA conventions in its convention program booklet as part of the Special Activities. (Between 1972-1978, the Caucus programs had been listed only in the daily

"A parent whose child cannot read does not want to be told that the fault lies with the home environment, with what the child had for breakfast, or with the lack of magazines in the house. We simply must find ways to teach that child to read, despite deficiencies in his home or in his neighborhood."

George E. Ewan
NSBA President, 1970-1971

schedule of events published at the convention.) In 1984, NSBA started the current practice of collecting registration fees for Caucus activities held in conjunction with NSBA conventions, thus serving as fiscal agent or trustee for the Caucuses. Since 1981, the officers of the Black and Hispanic Caucuses have met with the NSBA Board of Directors each spring. NSBA also assists the Caucuses in general programming, upon request, throughout the year.

1969 also saw aborning the Emergency Committee for Full Funding, chaired by NSBA's representative and devoted to building a multi-association coalition to advocate full funding of federal educational programs. Also successful was a corollary effort: 1970 impoundment litigation, filed in the federal courts by NSBA, states and local school boards, to prevent the President from bottling up federal education program funds appropriated by Congress. It marked the beginning of NSBA's strong leadership on federal educational issues in Washington, D.C.

1970 was a true benchmark year for NSBA. Not only did NSBA begin to sharpen its focus on minority involvement in public school governance, it also broadened its constituency base, pushed the NSBA Convention and Exposition into the "big-time" national meeting arena, launched a new service to help school boards govern more effectively, and reorganized the NSBA professional staff.

The Direct Affiliate program was born in 1970, following an intense period of an association-wide review of NSBA's capacity to finance expanding needs that NSBA was expected to meet. In the words of the NSBA president, who was reflecting on NSBA's "spectacular" growth in the April, 1970, edition of AMERICAN SCHOOL BOARD JOURNAL, "No matter what our growth the preceding year, the association's resources have never been sufficient to keep up with that growth -- to enable us in the years ahead to undertake all the kinds of programs and services our members want and look increasingly to NSBA to provide."

The concepts inherent in the Direct Affiliate program did not develop overnight. As the NSBA president told the 1970 Delegate Assembly,

"When America is in doubt about its institutions or when America feels a financial pinch, school boards know it before anyone else...(But) so many of the plans and decisions being advanced today about public education are being formulated without the presence or the voice of those responsible for it -- school board members. And that, of course, is the key reason why so many of these ideas...are so wide of the mark and fail to take into consideration those bread-and-butter issues which school board members deal with every day of their lives...To me, it is inexcusable to devise plans for education that leave school board members, the elected and selected representatives of the people, out of the decision-making process."

Kenneth E. Buhrmaster
NSBA President, 1971-72

"These concepts developed out of concerns that were recognized by some as long as five years ago, and they evolved gradually from a series of intervening years that in their totality represent the most concentrated focus by the largest number of thoughtful persons that NSBA has ever directed to a single problem."

Preeminent in the concept of NSBA direct affiliation is the requirement that participation be restricted to local school boards that are members in good standing of their respective state association.

Correlative with establishment of the Direct Affiliate program, revisions to the NSBA Constitution and Bylaws (approved by a more than two-thirds majority favorable vote at the 1970 Delegate Assembly) included enlarging the Delegate Assembly to give states more delegates in proportion to their numbers of Direct Affiliates; adding new classifications of members, in addition to Direct Affiliate school boards (corporations, organizations, individuals, and foundations); carving out NSBA geographical regions ("to establish machinery that will enable the state school boards associations to work effectively together in pursuit of common goals, and to permit the national organization, the regions, and the states to conduct far-reaching programs and activities for members and affiliate groups"); and reorganizing the NSBA professional staff "into three operating divisions — for programs, for action, and for headquarters services."

Particularly significant was the amendment adding Delegates in proportion to Direct Affiliate district student enrollments. This was the first attempt to introduce the idea of a "one person-one vote" approach, as truncated as it might have been, to the Delegate Assembly, where all states — regardless of student enrollments — had been entitled to two delegates each.

This approach was further refined in 1973 when a racial and ethnic factor was incorporated into the Delegate-selection formula, and again in 1982, when the concept was changed to remove the condition that, in order to be counted for additional Delegates, districts had to be Direct Affiliates. Today, all district student enrollments are relevant to calculating the state's number of Delegates, not just enrollments in Direct Affiliate districts.

"President Richard M. Nixon's efforts to cut federal aid to education is malign neglect and a reversal and regression of responsibility. This nation will not solve its educational problems by refusing to fund programs to meet those problems. The Administration's budget (for 1973) is based on myth, buttressed by empty promises, and designed to dissolve a partnership among federal, state, and local governments that was just beginning to function productively."

F.E. "Bud" Phillips
NSBA President, 1972-73

All of the 1970 amendments were adopted by the Delegate Assembly while it reaffirmed that "NSBA continues as a federation, its constituent membership remaining state school boards associations," observed the NSBA president. This idea was echoed by his successor as NSBA president one year later in his report to the association during the 1971 NSBA Convention and Exposition in Philadelphia. The NSBA president said: "While the Direct Affiliate Program facilitates a direct relationship between NSBA and local school boards, it maintains the same strong ties between NSBA and the state school boards associations (because)... (Direct Affiliate) school boards must be members in good standing of their state association. That way, NSBA becomes a more representative organization... and, at the same time, encourages local district participation in the state association."

Indeed, he averred, "when the words are sifted and the meaning abstracted," the change in the Constitution and Bylaws that created the Direct Affiliate program and was approved by the extraordinary majority vote of the Delegate Assembly "in effect permits NSBA to compete nationally in the same way and on the same level as the NEA, AASA, and AFT. This means that local school boards and their state associations can look to their national association for a well-rounded and informed educational program, designed specifically to meet current problems confronting school districts. The era of the sitting duck school board is over."

The remarkable vision of the NSBA leadership -- the Board of Directors and the Delegate Assembly -- was shored up by deliberations of the Ad Hoc Committee on Cooperation with State Associations that had begun in 1968, advised by its executive staff and buttressed by a lengthy study of NSBA's long-range future prospectus by the Board's organizational consultant (Fairbanks & Associates). Their vision has been made manifest by the financial success of the Direct Affiliate program since 1970, which has made possible a broad program responsive to the needs of advancing the school board movement at the national and federal level in the United States. (See APPENDIX G)

In 1982, a source of irritation to some state associations -- the capacity of local school boards that were members of state associations to nominate NSBA officers and directors without going through their respective state association -- was repealed by the Delegate Assembly on recommendation of the Board of Directors. This action was a by-product of the NSBA governance study conducted by the Board of Directors and discussed throughout the NSBA Federation during 1981-82. The amendment resulted in the current requirement that local school boards must obtain approval of their state associations in nominating NSBA elected leaders.

The Board initiated this amendment in the belief that full and unstinting support by state associations was critical to further expansion of NSBA's financial base as state association programming expanded in the 1980s and new frictions resulted from perceptions that NSBA was a competitor some programs and services. The argument that the Direct Affiliate program would compete with state associations was never borne out, as even a cursory look at the substantial growth of

state associations since 1970 would eloquently attest. Indeed, the abiding goal of NSBA's elected leadership -- the Delegate Assembly and the Board of Directors -- through the years has been a strong NSBA in a federation of strong state school boards associations. The Direct Affiliate program has never hurt that goal.

The NSBA Annual Convention and Exposition reached new heights of success in the mid-1970s. Participation by school board members soared in response to substantial improvements in convention programming.

In 1973 -- the year that the energy crisis precipitated by foreign oil producers first hit the United States -- the convention went "hi-tech" when NSBA was one of the first associations to use "big screen" TV images above the stage.

In 1974, NSBA's shuttle bus service among hotels was inaugurated. As the NSBA executive director reported to the Delegate Assembly, "NSBA's convention has now become the largest such meeting in all educational groups, including the American Association of School Administrators and the NEA."

A spouses' program was added in 1975.

In 1976, NSBA recorded the largest paid attendance (12,536) in its history. The city: San Francisco.

Over the years, exhibitors at NSBA's Convention and Exposition have grown steadily as the budget approval role of school board members in the purchase of major equipment and supplies becomes better understood by school vendors. (See APPENDIX F)

NSBA's Educational Policies Service was formally launched in 1970. Originally funded under the federal Cooperative Research Act by the Library Research Program of the-then U.S. Office of Education, this new service offered school boards "practical and continuing help with the difficult job of developing school policy during the current era of rapid change and social turmoil," according to a review published in the October, 1969, edition of the AMERICAN SCHOOL BOARD JOURNAL. The emphasis, the JOURNAL said, was "on the How of policy-making rather than on the What."

"This year we have made a difference in the education scene...(and our work has) resulted in greater responsiveness by the Administration and by the Congress to the needs of education...(NSBA now offers) a coordinated program of information services, seminars, academics, a nationally known, high-quality magazine, and an effective legislative impact which makes a difference."

Barbara Reimers
NSBA President, 1973-74

NSBA's project staff was headquartered in Connecticut and administered a written board policy service that had four basic components: (1) an easy-to-use codification system; (2) a demonstration policy reference manual and handbook with sample policies from a variety of school districts; (3) a national policy information clearinghouse and copy center; and (4) a clearinghouse periodical. The service now is part of the Direct Affiliate program.

Since 1970, many state associations have developed their own capabilities to offer a school board policy service -- some having built on NSBA's system and some having used the system itself. That year also saw a complementary service founded -- the NSBA consulting program, offering a variety of assistance to school boards in school governance and management. It also operated nationally out of the Connecticut office. That office was merged into the Washington, D.C., office in 1978. At about the same time, the Job Descriptions in Education Service was initiated. Comprehensive job descriptions in the public schools were just aborning, and NSBA's timely service was well received.

NSBA's Federal Relations Network (FRN) -- initially consisting of one school board member selected by his or her NSBA Federation Member from each of the nation's 435 Congressional election districts to form NSBA's "grass roots" lobbying effort -- had its origin in resolution 5.4, which was adopted by the Delegate Assembly at the NSBA Convention and Exposition, April 7-10, 1973.

That same Delegate Assembly passed another resolution calling upon President Richard M. Nixon to "assume his responsibility to ensure equitable educational opportunity for all America's children." The Delegate Assembly unanimously tendered NSBA's support of the concept of federal revenue sharing, "provided that the President reconsider his use of vetoes or a threat of vetoes... impounding of funds...reduction of budget requests in the face of already inadequate funding...and proposals to direct federal aid to private education," according to the May, 1973, edition of the AMERICAN SCHOOL BOARD JOURNAL.

Establishment of NSBA's Federal Relations Network was the result of a major study throughout the early months of 1972 to determine how best NSBA could best assert leadership in the burgeoning federal issues in education. That September, the first NSBA/FRN conference was held in the Sheraton Silver Spring Hotel in a Maryland suburb adjacent to Washington, D.C. The meeting, according to the May 25-26, 1973, minutes of the Board of Directors, included "briefings on legislative matters by Congressmen, administration officials, and the Office of Education" and facilitated participants personally consulting "with their congressmen and senators to pursue NSBA's Delegate Assembly positions."

This first annual conference -- with 30 participants -- was successful and, at its October 11-13, 1973, meeting, the Board of Directors voted to make the FRN conference a permanent annual program of NSBA. Beginning in 1975 -- in the wake of the Watergate scandal that had caused President Nixon to resign the previous year -- the Board also added an FRN meeting to the annual convention. Today, the annual FRN Conference is held in January with upwards of 700 registered school board members.

The creation of the Federal Relations Network by NSBA was a milestone from an organizational perspective, as well as from the standpoint of effective lobbying. Organizationally, it represented a further broadening of NSBA's base of participation among school boards across the country. The FRN replaced the NSBA "Legislative Network," comprised primarily of state association elected and executive leaders. While FRN members were appointed by state associations -- and the school boards of Hawaii, District of Columbia, and the U.S. Virgin Islands -- the fact that all Congressional districts were represented meant that, in sheer numbers of new school board members alone, participation had taken a quantum leap. It also brought to the fore the necessity for clear policies delineating the FRN function as NSBA program advocates espousing policies fashioned by the Delegate Assembly and the Board of Directors, and not as a shadow policy-setting entity in its own right. This sensitive balance between advocating existing NSBA policy and not making new policy for NSBA continues to be struck today in the FRN.

An unheralded, but important, event also occurred in 1972. NSBA, realizing the crucial importance to NSBA programming of the support of Federation Member executive directors (who serve usually for long periods of time), began the practice that persists to this date -- inviting new executive directors to spend a day in NSBA offices at NSBA expense to familiarize them with the programs and services of NSBA and how NSBA can assist them in their own work back home.

In 1973, the National Education Association and the American Federation of Teachers heightened their drive for passage of a federal collective bargaining law. The drive reached a crescendo in 1975 when the NSBA president, addressing the 1975 NSBA Convention, said that, of all the issues in a whole "litany of federal concerns," the one that

In our evolving society, "in countless communities there will be found school boards made up of citizens of outstanding stature and competence, serving no vested interest other than the education of the young. They are doing the job. We do have a system that has produced the best educated citizenry in the history of our planet."

Philip B. Swain
NSBA President, 1974-75

had the "greatest potential" impact upon school boards was a federal collective bargaining law. "A federal collective bargaining system for teachers," he said, "would take school policy making out of local hands, deny parents the opportunity to influence their children's education, and centralize more authority in federal agencies."

The "litany of federal concerns" that he referred to included levels of federal funding, "revenue sharing" that had begun in President Nixon's Administration was signed into law by President Gerald Ford on August 21, 1974 (with NSBA representatives prominent at the signing ceremonies in the White House), the government's energy conservation program, inflation, and the placement of key jobs in the regional offices of the Department of Health, Education and Welfare (HEW) outside the U.S. Civil Service.

All of this expanding "litany of federal concerns" was the undergirding reason for the growth of the NSBA Federal Relations Network of "grass roots" school board member educational advocates, from its inception in 1973.

The pressure for NSBA to move its offices from Evanston, Illinois, to Washington, D.C., which began building as early as 1962, reached a plateau in 1967 when a branch office of NSBA was opened in the Federal City with a legislative advocacy professional staff. It began to build anew through the early 1970s and reached a crescendo in 1975 when the Delegate Assembly, on recommendation of the Board of Directors (assisted by a corporate relocation consultant), voted to move the entire NSBA office to Washington, D.C.

Financing the moving project had been a much discussed issue during the several preceding years and was finally settled through a combination of regular NSBA income generated by the Direct Affiliate program and a one-time double payment of Federation Member dues. The total bill for the move -- in which 29 of a total 70 NSBA employees relocated during the summer of 1976 -- was about \$500,000. With an adjustment for both inflation and the inevitable "ups and extras" approved by the Board of Directors during eleventh-hour meetings just

"Busing, and the larger issue of integration, are by no means the only areas of education undergoing rapid change and getting a lot of public attention in the process. School finance, teacher negotiations, performance contracting, student rights, and various innovations in teaching methods are among other areas getting a large measure of attention. In short, education has become 'good press'...(and) people are beginning to realize that, instead of just sitting around carping about schools, they'd best become directly involved in attempting to influence the programs and policies of their school board."

F.E. "Bud" Phillips
NSBA President, 1972-1973

prior to the move, this was respectably close to the cost estimate of \$415,000 presented to the 1975 Delegate Assembly.

As NSBA left Evanston in autumn, 1976, for our nation's capital -- under the elected leadership of NSBA's first black president, George Walker Smith, a Presbyterian minister and school board member since 1963 in San Diego, California -- it could look back upon almost a score of valuable years of discourse, deliberations and debate about public education in its Delegate Assemblies, meetings of the Board of Directors, and countless conferences, clinics, workshops, and seminars on both federal and national issues of substance and direct relevance to school district governance. Overarching both the federal and national sets of issues were -- and remain -- several recurring themes. Among them: raising the identity and credibility of local school boards as governmental entities themselves, and not as private special interest groups, as is the case with educational employee associations and unions; keeping the federal government and the national media clearly aware of the fact that school boards do indeed govern the public schools and that the school district treasury coffers are not bottomless; and proving that there truly is a direct relationship between high quality elementary and secondary public education and the success of our nation's economy and free, democratic society.

The federal issues during the Evanston days (which may or may not be national in nature) included remedying racial or ethnic student segregation and ensuring equity and access for high quality education, all in harmony with the U.S. Constitution and federal law; opposing voucher plans for public financing of private schools; working for adequate federal aid to education and full funding of federally-mandated education programs; obtaining a requirement in federal law for pre-consultation by the federal government with school board members on the impact of federal programs; creation of advisory commissions of school board members to advise the President and his Cabinet on the condition of the public elementary and secondary schools across America; appointment of school board members to all federal advisory committees affecting education; opposing a federal collective bargaining law for public school teachers and other district employees; and the continuing preservation of local educational policy decision-making in the local community as part of the American institution of representative and participatory government, to name only some leading issues.

"One of the great dilemmas we face, as leaders of the school board movement in our country, is how we can organize most effectively at the state and national levels to protect citizen control of education in the local community. To be successful at home, we school board members must be aware of, and participate in, the legislative struggles in our state and national capitals."

Cecil L. Gilliatt
NSBA President, 1975-1976

As to national issues (which may or may not have a federal dimension), NSBA addressed a panoply of vital issues: collective bargaining for teachers and other school district employees; "affirmative action" plans for district personnel; too rigid and inflexible teacher certification; the need to have reciprocity agreements among states in teacher licensure laws; the adequacy of teacher preparation; the importance of health education -- particularly about sex and drug abuse; teacher tenure reform; the need for accountability in public school administration and instruction; advantages of differentiated staffing; the merits of "performance contracting," by which private businesses contract to perform services to districts and guarantee specified results; pressures of urban education and "urban factor" extra costs; a whole new approach to school finance with the Serrano case emphasis on fair equalization of the school funding system in a state and the bare beginnings of "tax reform" -- that would come into full fling in the latter part of the 1970s with tax "caps" and spending limits; energy conservation in both district operation and curriculum planning; the newly emerging political activism of school district employees; educational experimentation and instructional program innovation; schools operated on year-round schedules; "windowless school" construction; and the infusion of small armies of federally-funded teacher aides and non-teaching employees in some school districts' employment rolls, to name just some of the primary nationwide issues.

The policy foundation securely put in place by NSBA in its pre-Washington, D.C., years gave NSBA a stability that it could capitalize upon to ensure a solid continuity of operation when it relocated, as well as a momentum that would fuel NSBA as it geared up for new decades of growth in the nation's capital. The relocation was both an end and a beginning for NSBA. A new NSBA was aborning.

X.
THE EXPANSION DECADE IN
THE NATION'S CAPITAL
1976-87

The relocation of NSBA's offices from Evanston, Illinois, to Washington, D.C., in August, 1976, ushered in a new era for the presence of the local school board on the federal and national

"We school board members shall prevail if we keep actively involved in issues affecting education, stay sensitive to the needs of all youngsters, be ever mindful that we are accountable to the public, retain that certain quality of confidence that nurtures optimism, and always search for realistic solutions. And the children will be the real beneficiaries of our labor of love given as school board members."

George W. Smith
NSBA President, 1976-1977

education scene. NSBA was now in the same immediate community -- our nation's capital -- as most of the major educational and local governmental national organizations, to say nothing of the center of federal and national power in education: the Congress, U.S. Office of Education, the White House and the U.S. Supreme Court.

What began as a dream as far back as July, 1962, when the matter of the move to the Federal City was first broached at an NSBA Board of Directors meeting, had then matured into partial realization with the establishment of NSBA's Washington, D.C., legislative office in 1967, and now had been completely realized on the clear, sunny day of September 7, 1976, on the Georgetown shore of the Potomac River.

The following year was a settling-in time for the mostly professional staff members who had relocated and a hiring-up period for new employees, who were mainly in the secretarial and clerical ranks. This was followed -- as a result of the work of the Board of Directors and the Delegate Assembly in 1977 -- by an intense period of philosophical introspection, structural reorganization and program reinvigoration.

The 1977 Delegate Assembly, meeting in Houston, created the NSBA "Committee of 21" and broadly charged it with the job of studying NSBA -- its governance, programs, and services -- in light of NSBA's new home in the nation's capital. The "Committee of 21" -- consisting of state association presidents and executive directors and members of the NSBA Board of Directors, and chaired by the NSBA president -- reported its findings and recommendations to the 1978 Delegate Assembly.

The report reaffirmed NSBA's federation concept, as complemented by the Direct Affiliate program, and recommended that NSBA's program thrust be guided by a new, more specific set of organizational purposes. These were encompassed in a statement of missions and goals for NSBA. The statement was adopted en toto by an overwhelming vote of the 1978 Delegate Assembly as part of NSBA's "Policies and Beliefs," which, in accordance with the NSBA Constitution and Bylaws, remain in perpetual effect until amended by a two-thirds majority favorable vote of a future Delegate Assembly.

The "Committee of 21" report was part of a newly formatted Delegate Assembly workbook that was designed to make Delegates more effective in their deliberations -- including a revised format for resolutions

"The future of NSBA is unlimited. But beyond that, the future of this association is critical. It is necessary. It is paramount to the continuation of the public school system in America as we know it and have known it since the history of public schools in this country began..."

Will D. Davis
NSBA President, 1977-78

and a section of accountability that described the actions which NSBA officers, directors and staff had taken in the preceding 12 months to implement the resolutions approved by the Delegate Assembly the previous year.

The "Committee of 21" statement of "missions and goals" of NSBA remains in effect and declares that:

The primary mission of the National School Boards Association is to promote the general advancement of public education.

To accomplish this purpose, the National School Boards Association has established five goals:

- Promote local lay control of, and accountability for, public education by:
 - Improving public understanding of the need for local control of, and accountability for, the public schools.
 - Enhancing the status of citizen participation on local public school boards and as individual board members.
 - Increasing the participation of local school board members in determining state and national education policy.
- Increase school board impact on federal education laws, regulations and court rulings by:
 - Initiating and coordinating legislative efforts to maximize local initiative and control of schools, yet increasing federal support of education.
 - Maintaining liaison with federal executive and regulatory agencies to ensure that laws and regulations are administered in accord with Congressional intent and good educational practices.

"School boards -- which, by law, are charged with planning for and operating schools -- are composed of parents and citizens. Furthermore, board members are nominated and elected in most cases by parents and other citizens; and in those few cases where boards are appointed, they almost invariably receive their appointments from governing bodies or officials who were elected by parents and other citizens. The process, in any case, affords many opportunities for parent and citizen influence to be exerted. And if board members fail to live up to public expectations, then nothing but public apathy will keep them in office."

Margaret S. Buvinger
NSBA President, 1978-79

- Monitoring, reporting and influencing federal administrative rulings and judicial decisions through the filing of amicus curiae briefs as authorized by the NSBA Executive Committee, and otherwise in order to carry out the purposes of the policies and resolutions.
- Provide services -- through state associations or directly to local boards -- which help improve the education of young people by:
 - Improving the education, competency and performance of school board members.
 - Assisting school boards in improving teacher education, competency, performance, certification and evaluation.
 - Strengthening the management-team concept in public school education.
 - Assisting local districts to negotiate effectively with employee groups.
 - Increasing the ability of local districts to provide equal educational opportunities for all public school children (e.g., gifted; handicapped; the educationally, socially and economically deprived; and those with language and cultural differences).
 - Encouraging educational governance opportunities for women and board members of minority races or ethnic origin.
- Serve its member state school boards associations by:
 - Enhancing the relationships and cooperative efforts between the National School Boards Association and the state school boards associations.
 - Assisting state school boards associations in being more effective on behalf of their members.
 - Utilizing regional structures for the sharing of experiences of interest to the Regional Federation Members.
 - Conducting, coordinating and reporting on research regarding issues of concern to state school boards associations and local boards of education.
- Serve as an educational clearinghouse and liaison on behalf of local boards and state associations with other education organizations and governmental authorities.

During the year that the "Committee of 21" was clarifying the vision for NSBA in its new base of Washington D.C., the Board of Directors

(which concurred fully with the report of the "Committee of 21") approved a slew of changes that profoundly altered NSBA as an association. The Board was determined to change the focus of NSBA from the Evanston perspective to an association at home in the nation's capital. This was to be done by reaching out to state associations and local school boards as their representatives in the maelstrom of educational issues in the United States and by turning the attention of national and federal educational policy makers and commentators back to the local community, where schooling actually occurs. The Board effectuated this change by many substantive and some cosmetic actions.

The Board approved a redesigned logo that highlighted learning (in the form of a book undergirding the words NSBA) and NSBA's new home in Washington, D.C. (with a representation of the United States' capitol building as part of the "A" in NSBA). It also, for the first time, adopted an association motto, "...Serving American Education Through School Board Leadership" (which, in 1987, was amended to read "Leadership for Public Education.")

A series of other changes by the Board, significant to the internal operation and governance of NSBA, were approved in 1977-78, including a comprehensive reorganization of the NSBA staff structure -- with the help of the A.D. Little Co. -- that emphasized the concept of "product orientation," which depends upon all offices of the association pulling together and sharing their expertise closely, each with the other, and achieving the association's new "missions and goals".

Other changes included a new, broadly oriented Board policy manual and Board meeting agenda and report format; the publication of GOVERNANCE UPDATE, sent out to the NSBA constituency within a few working days of each Board meeting to report on the work of the Board; the introduction of a true program budget system (allocating salaries and other direct overhead expenses to programs, thus more accurately

"Our public schools must continue to become increasingly responsive to the people whom we serve. Confidence must be built into our public schools. Open communications, collaborative effort, and shared decision-making, as appropriate, can help to breed confidence. With that confidence, we -- school board members, superintendents, school administrators, teachers and other key school personnel, parents, and the general public -- must move together toward developing young people who are challenged to put forth their best in whatever they do; disciplined in the necessity to make appropriate decisions and choices affecting their lives; prepared for the future because they are mindful of the past; and unafraid of the rapidly increasing technology, yet at the same time sensitive to human values."

Hiroshi Yamashita
NSBA President, 1979-80

reflecting their costs), including a modernized accounting and auditing system, all with the aid of NSBA's newly appointed auditors, Peat, Marwick & Mitchell Co., and aimed at making NSBA's financial reports better management tools and more understandable Federation Member information documents.

Still more changes included the formulation of a new set of specific guidelines that formalized the relationship of NSBA and its Federation Member advisory group, the State Association Executive Directors' NSBA Liaison Committee, whose chairman now serves a one-year term as an ex-officio member of the NSBA Board, and the development of NSBA's first financial long-range plan that was to lay the foundation for NSBA's first comprehensive Long-Range and Strategic Plan in 1984.

Externally, the Board was determined to move aggressively in establishing NSBA's preeminence on national and federal issues affecting educational governance and operation. In 1978, it created the office of Legal Counsel -- now General Counsel -- to enhance NSBA's proclivity and capacity to research, write, and file "friend-of-the-court" briefs in school law litigation that the

NSBA Executive Committee deems vital to school board governance across the United States. That action was the foundation upon which NSBA lays claim today to being the most active "friend of the court" in education cases before the U.S. Supreme Court in Washington, D.C.

The Board also created the Forum of Federal Program Coordinators (FPC), composed of school district federal liaison staff members. They, as a result, now have a home in Washington, D.C., and a national forum in which to discuss issues relevant to the work of their school boards in NSBA's federal relations effort, and to provide the NSBA federal relations professional staff access to a hitherto unheard of wealth of data and other information to shape realistic federal initiatives for consideration by the Board of Directors. Since its establishment, its name has been changed to Forum of Federal Policy Coordinators.

Of even greater significance, the Board expanded the NSBA Federal Relations Network to permit a maximum of three school board members from each Congressional district to participate in NSBA's broadly based federal advocacy program. Simultaneously, the Board established NSBA's Federal Issues Management Process (FIMP), with assistance from the A.D. Little Co. FIMP -- still in effect today -- is a dynamic process designed to ensure that: (1) Federation Members are closely involved in the formulation of NSBA's federal strategies and tactics to implement NSBA's policies and resolutions as adopted by the Delegate Assembly; (2) the Board of Directors is fully "in charge" of interpreting the federal program laid down by the Delegate Assembly, so that NSBA -- as in all other areas of operation -- is a Board and policy-driven association and not a staff controlled organization; and (3) the limited resources of NSBA are carefully husbanded by focusing on the vital overall issues affecting education.

NSBA's federal relations advocacy program was aggressively reinforced by FPC, FIMP, and expansion of the FRN network, in tandem with NSBA's

new insistence that its elected leaders testify before Congress on a frequent, continuing basis -- thus capitalizing on NSBA's primary strength in Washington, D.C., of bringing together elected officials at the federal and local levels.

The educational issues that confronted the reenergized federal relations efforts of NSBA in the late 1970s were not entirely a continuation of the old fights. Certainly, adequate funding of federally-mandated programs and the preservation of federal "impact aid" were recurrent themes. But President Jimmy Carter added some new twists from his populist program. Principal among them was his "community-based organization" mechanism to "deliver" schooling to disadvantaged youth. These so-called "CBOs" were privately operated, federally-funded "store front operations" that offered -- in loose partnership with state labor departments and city officials -- an educational system that paralleled parts of the public school systems. NSBA viewed it as political hackery, wastefully duplicative, and harmful to the public school program. From a positive perspective, NSBA insisted that the public schools are the only institutional means to provide publicly financed educational services because only the public schools -- governed by school boards that are part of representative government -- are truly accountable to the people they serve.

Another curve ball during the Carter Administration, served up in the Senate for the first time in 1978 by Daniel Patrick Moynihan of New York as part of a non-educationally-related bill, was a tuition tax credit proposal that would have given parents of children attending private schools a credit for all or a portion of their private school tuition expenses. This push to have the federal government subsidize private education when it was so woefully inadequate in its support of the public schools, galvanized NSBA -- and the entire coalition of public school organizational advocates -- into action opposing such federal general aid to private schools as bad public policy, illegal aid to religious education (about 85% of the private schools in the United States are parochial schools of the Catholic faith), and too costly in light of federal budget realities affecting education. That opposition continues today.

But not all of the federal thrusts into education just preceding 1980 were viewed as detrimental to the public school instructional program by NSBA. New initiatives in civil rights law enforcement and attempts to address the pernicious minority youth unemployment problem were vigorously supported by NSBA, as was President Carter's laudable determination to end needless paperwork for school districts seeking federal funding. NSBA's abiding position on the latter issue is that data collection and accounting requirements -- as well as tight, inflexible federal or state regulations or guidelines and other attributes of bureaucratic operation -- impose an onerous cost burden on school districts and should be avoided unless there is a demonstrably overriding and sound educational or management purpose to be attained.

In the fall of 1977, a new effort to involve Federation Member leaders in a substantive and active way in education was begun -- the NSBA

Task Force project. This project was intended to provide an in-depth review of critical issues and resultant recommendations for action from the perspective of school board members. The Task Force reports not only were given wide dissemination across the country but also formed the philosophical basis for new resolutions to be considered by NSBA's Delegate Assemblies.

The NSBA Task Force project continued as an important part of NSBA programming through 1981. During those four years, several hundred school board members came together and discussed critical issues in elementary and secondary education. The subjects covered virtually the entire spectrum of issues then current in public school operation. Some examples: "Education — the Role and Funding of the Local, State, and Federal Levels of Government," "Minority Representation on School Boards — How to Encourage and Strengthen It," "Community Involvement," "Teacher Education, Competency, and Evaluation," "Improving the Quality of Teaching," "Coping with Energy Costs," "The Purposes of Public Education," "Global Education," "Alcohol and Drug Abuse Among Children," and "Children and Critical TV Viewing," to mention only some of almost a score of NSBA Task Force reports published between 1978 and 1981 and Presidential Select Commission reports issued in early 1983.

In 1982-83, the task force idea resurfaced in the form of NSBA Presidential Select Commissions. The NSBA president appointed three commissions — Censorship, Federal Legislation, and Public Education Image — composed of 22 members each. While the commissions consisted of a cross-section of school board members, special emphasis was given to placing elected and executive leaders of Federation Members on each commission. They developed a set of findings and recommendations on their assigned topics.

All of these reports were solid contributions to the educational literature and provided the school board perspective on the important issues addressed in governing the public schools across the country. They also were the roots of, and inspiration for, the NSBA series of

"A basic principle guiding NSBA is that, as much as possible, local school boards should make those critical decisions that affect the schools under their jurisdiction, and not be dictated to by their state departments of education, the federal government or even overly influenced by their own staffs. Important to this concept is that local school boards should be informed and knowledgeable about major educational issues, problems and techniques. To this end, I initiated the NSBA educational task forces, composed of 175 local school board members from across the United States, to deliberate on issues of national concern...I am proud to have initiated such a fruitful venture."

Will D. Davis
NSBA President, 1977-1978

monographs approved for publication by the Board of Directors, beginning in 1986. And they preceded the spate of educational reports that followed in the dust raised by the U.S. Department of Education's "Nation at Risk" report, issued in April, 1983.

The move to Washington, D.C., also caused NSBA's outreach program to be recharged. NSBA participated in a panoply of inter-association coalitions and committees without injuring its organizational integrity in the nation's capital as the champion of local lay governance of the public schools. Cooperation with other associations and groups is sometimes a delicate balancing act.

On the one hand, joint approaches in fashioning advocacy thrusts on vital issues affecting public school governance can double and redouble NSBA's effectiveness. That is a positive result. On the other hand, there is the omnipresent caution that NSBA not be "used" dishonorably by other groups endeavoring to advance their own more narrow interests, even at the expense of NSBA's credibility with its own constituency — the local lay school board and its state association. If unchecked, this can lead to a form of paralyzing paranoia.

That's what happened in the early 1970s. NSBA, sensibly seeking to find areas where NSBA and NEA could work together, despite the growing militant unionism of NEA, came under intense internal fire from some of its own constituency. They viewed the entire effort of NSBA to collaborate with NEA on the broader issues of education as wimpy co-option to the NEA and acquiescence to collective bargaining for teachers.

It is this sensitivity factor that always attends joint association or cooperative efforts with other groups through affiliation, sponsorship, or endorsement. It has persuaded the NSBA Board of Directors, as a matter of expressed policy since 1978, to reserve unto itself the authority to decide with whom NSBA shall dance in the ballroom of national and federal education issues.

NSBA joined the newly formed Education Leaders Consortium (ELC), consisting of the major associations involved in educational governance and administration.

It also established, with the National Association of State Boards of Education (which NSBA in 1957 had been instrumental in founding), the Joint NSBA/NASBE Committee. It consists of elected leaders of both governance associations.

NSBA also reviewed its dormant relationship with the American Association of School Administrators (AASA) and, during the next several years, developed a series of important publications on school board-superintendent relations through the Joint NSBA/AASA Committee.

The principle that guided NSBA's Board of Directors in its involvement with other associations and groups was the "rolling coalition" concept. When the cause is sound, NSBA "rolls in" and participates actively and enthusiastically. When the cause is dissonant for NSBA

and inimical to its integrity and participation as the nationwide association with the local school board perspective, NSBA "rolls out" of the coalition and waits, like in a Virginia reel dance, until the music attracts NSBA back.

NSBA's principal officers continued work as members of the Forum of Education Organization Leaders (FEOL) — a loosely bound group of national education association leaders representing teachers, teacher preparation colleges, school administrators, and state and local school policy makers — that today meets quarterly, although it was less frequently in earlier years. The Forum, as it exists today, was revitalized by a grant from U.S. Education Secretary Terrel H. Bell's "discretionary fund" in 1981. A grant from the Ford Foundation later carried it through until, in 1984, modest assessments from participating associations began to defray the costs of speakers and made the Forum self-sufficient.

The Forum is an expanded successor organization to the Legislative Conference of National Organizations, known more familiarly as the "Big Six," which had been meeting annually in December or January to "develop a common set of national goals for education" since about the late 1950s, according to the October 11-13, 1973, minutes of the NSBA Board of Directors. The original "Big Six" included NSBA and the National Association of State Boards of Education, National Congress of Parents and Teachers, American Association of School Administrators, Council of Chief State School Officers, and the National Education Association. The "Big Six" dissolved in the mid-1970s because of the disintegration of both desire and will to hammer out joint positions that all of the members could unswervingly support.

The Board's concern in 1978 about the then-beginning difficulty of obtaining liability insurance for school board members and administrators caused NSBA, working with AASA and the Forrest T. Jones Company, insurance brokers in Kansas City, to develop the "School Leaders Liability Program." The program was planned in conjunction with the Federation Member Executive Directors' NSBA Liaison Committee, which helped to promulgate it throughout the nation, on a state-by-state basis, along with AASA. The plan was well-received and remains in effect today.

In 1978, the NSBA Convention and Exposition — long NSBA's main revenue generator — instituted a new series of programming changes that had their roots in the early and mid-1970s. The aim: to strengthen even further the convention's appeal as a "university of boardmanship" to school board members across the nation.

Between 1979 and 1983, the convention's extensive curriculum was completely rewritten to ensure that it met the changing needs of school board members. Among innovations were "Share the Success" seminars in which school boards share successful practices with other boards and superintendents. "Early Bird" workshops were begun; special programming was introduced for new board members and rural school boards; school administrator workshops were strengthened (with the EXECUTIVE EDUCATOR magazine being plugged into the effort nicely);

and the concept of "differential programming," which had its origins in NSBA conventions in the early 1950s, was expanded further to ensure that the increasingly diverse interests of school board members were well served by NSBA.

An NSBA awards program was initiated to recognize, at the convention, outstanding contributions to public school governance by local school boards and by the news media. The "School Leaders' Video Journal," a sort of AMERICAN SCHOOL BOARD JOURNAL in a video cassette format, was premiered at the 1980 NSBA convention. Evaluations did not bear out earlier enthusiasm for this hi-tech experiment and it was shelved, with the certain confidence that, at the right time in the future, it will be brought to the fore again and then prosper. And the first U.S. Secretary of Education, Shirley M. Hufstедler, made her debut before America's school board members at the 1980 NSBA convention.

Terminated in 1983 was the Delegate Assembly Workshop. For more than two decades, it had been a one-day session for Delegates at the NSBA convention to discuss the internal aspects of NSBA operations and prepare for Delegate Assembly debate by informally discussing the general concepts and issues relevant to actions being proposed by the NSBA Policies and Resolutions Committee to the Delegate Assembly. Federation Member leaders -- who, with their NSBA hats on, are the Delegate Assembly -- considered the workshop as redundant to their own proliferating at-home meetings to discuss NSBA convention issues and, thus, was no longer the judicious use of their time as it had been in the past.

Also in 1978, NSBA reinaugurated the NSBA column in each monthly edition of the AMERICAN SCHOOL BOARD JOURNAL. The column -- known in the years prior to its discontinuance in 1961 as "All Aboard" -- was renamed "NSBA Views." Thus, NSBA -- through its president and executive director -- again had a vehicle for communicating with the over 150,000 school people each month across the country who regularly read the JOURNAL.

And the NSBA Board of Directors approved the formation of the Conference of School Board Negotiators, which brought together --

"NSBA and state school boards association conventions and conferences not only acquaint the school board member with the necessary information about boardsmanship but also make him or her aware of crucial state- and nation-wide concerns in education. What happens at the state and national levels has a great effect on the local school system. No local school board can afford to isolate itself from the educational programs and problems within his own state or nation. So be prepared to work hard at these meetings, because there is so much to learn. You will return home from them a far better school board member."

Jean S. Tufts
NSBA President, 1980-81

mainly at NSBA annual conventions -- the representatives of school boards who serve at collective bargaining tables across the country. The early years in Washington, D.C., saw many new efforts by NSBA to expand its influence for better education. In October, 1979, the Board of Directors authorized the first publication of the EXECUTIVE EDUCATOR magazine. This monthly publication was self-capitalized and aimed at enhancing the work of the school executives charged with the job of implementing school board policy through their administration of the public schools.

It was well received and remains a premier magazine in its field. It also is NSBA's bridge between school boards who set educational policy and the professional leaders they employ to carry it out. In February, 1980, the EXECUTIVE EDUCATOR published its first list of the "Top 100" outstanding school administrators across the nation. This recognition -- determined by a panel of distinguished, experienced professionals -- has matured into one of the most prestigious awards for school executives in the United States.

Almost simultaneously with the founding of the EXECUTIVE EDUCATOR magazine, the Board approved conducting the annual National Educational Conference of the AMERICAN SCHOOL BOARD JOURNAL in November, 1978. It was the first NSBA conference to offer 12 hours of specialized, in-depth study of courses provided over a three-day period. This intense educational experience in school boardsmanship continues to this day.

The AMERICAN SCHOOL BOARD JOURNAL also was enhanced by the creation in 1982 of a scholarship for university study to a school person nominated by a local school board. This scholarship, funded by the National School Supply and Equipment Association, is awarded annually at the NSBA Convention and Exposition.

And the AMERICAN SCHOOL BOARD JOURNAL changed its cover design to a more modern format in 1982 -- the first change since NSBA began publishing the magazine in 1967. The reason: the new logotype gives readers "quick notice on the cover of the diversity each issue

"School board members should agree that the teacher is an indispensable part of our education system and the key to excellence in our schools. School board members must take the initiative in establishing policies that will reward distinguished teaching and outstanding service as a teacher. To school board members, I ask: 'When was the last time you told any of your teachers they did a good job and you were proud of their accomplishments?' or 'Did you know that the entire community appreciates your dedication and efforts?' or 'Has your school district had a teacher appreciation day in the last few years?'"

Robert V. Haderlein
NSBA President, 1981-1982

contains...a more thorough enumeration of the variety found in every issue of your magazine." So advised an article entitled "Why your friend got a face-lift" in the September, 1982, edition of the JOURNAL.

The 1980 Delegate Assembly once again expanded participation in NSBA by creating a new member classification -- the Federal Affiliate. This includes any governing board, or advisory board to the governing authority of a school or organized group of schools, operated as part of the federal government. This classification is intended to include schools in the U.S. or overseas that are funded through the State Department or Department of Defense. Boards are an emerging reality in the operation of those schools, and there would be a mutual benefit to those boards and NSBA through their participation in NSBA. This initiative will be given new attention by NSBA in the last years of the 1980s.

1981 was a banner year for NSBA in two respects: (1) SCHOOL BOARD NEWS, its fortnightly newspaper, began publication as the unabashed advocate of NSBA's program for Federation Members and local school boards nationwide, and (2) an association-wide governance study of NSBA was conducted.

SCHOOL BOARD NEWS was designed as a vehicle to combine several NSBA newsletters aimed at diverse constituencies and as a way to defuse gathering criticism of NSBA's magazines. The newsletters increasingly were seen as promoting divisiveness between different constituencies. They were read by those to whom they were aimed and not by all of NSBA's Federation leaders and other constituencies. Thus, there was an unevenness in information dissemination -- and that always spells trouble in any organization. The magazines -- intended to be "market places of ideas" for school governance -- were criticized within NSBA as not being authoritarian and doctrinaire spokesmen for NSBA policies. SCHOOL BOARD NEWS was established to be a unifying force for all school board members and to be a strong and forceful advocate for NSBA's positions on federal and national issues.

The NSBA governance study was undertaken because of the continuing discussion in the Delegate Assembly and other forums about the representation of NSBA's various constituencies (e.g. Direct Affiliate, CUBE, the Caucuses, etc.); the increasingly heavy reliance of NSBA for its fiscal solvency on revenue-generating products, programs, and services; and a clear indication that President Reagan's Administration was determined to seek a profound change in the federal government's role in education, which could affect the roles of state associations and NSBA. The Board of Directors, the NSBA president told the 1981 Delegate Assembly, was "determined to conduct the governance study itself. We intend to seek the widest input from NSBA's constituencies about the governance of NSBA. And we are determined to be the entity that formulates and presents the recommendations on governance, if any, to the Delegate Assembly in the future...(and we will) discuss it with NSBA Federation leaders at NSBA regional meetings."

This NSBA governance study, in which the leaders of all of NSBA's five regions actively participated throughout 1981, resulted in a series of recommendations that largely reaffirmed NSBA's current status. These were approved by the 1982 Delegate Assembly and incorporated into the governance policies of NSBA, 'shoring up the NSBA Board of Directors' capacity to act decisively in confronting issues as they arose and fashioning responses and proactive plans to deal with them on behalf of school boards everywhere.

The governance study points up an organizational fact of life for an association with a constituency of public officials who are part of the American institution of representative and participatory government. Nationally, about 25 percent of all school board members leave their boards every two years and are replaced by persons who are newly elected (or appointed, in about three percent of the cases). The presidents of state school boards associations and NSBA mostly serve only one-year terms.

Thus, the complete turnover rate in the basic constituency of NSBA and state associations — local school board members — is on about an eight-year cycle. Their leadership — the chief elected officers of NSBA and state associations — are on an even shorter cycle. At any given time, there is a substantial number of school board members and association leaders who are virtually brand new to association endeavors. This is a positive dynamic for school boards associations because it works continually to infuse new life and vigor into the associations. It also brings new perspectives and a demand for a new look at how both the state and national associations should operate. That is why some form of governance study takes place every several years in associations peopled with public officials who are intelligent, strong-willed, and independent.

NSBA is no exception to this rubric, as evidenced by the fact that the 1981 governance study came just four years after the "Committee of 21" effort and predated by only three years the study of NSBA's governance that occupied so much time at the NSBA Board of Directors first Long-Range and Strategic Planning retreat in 1984. Today, the dimension of NSBA governance review is built into the NSBA association-wide planning process.

"I believe that an institution, such as the public schools, cannot afford to be insulated from the will of the people. We need to close ranks within this family we call education and recognize that each element within that structure is designed to serve a useful purpose. We must be willing to resolve our differences for the good of the whole. Only in this way can we hope to achieve our goal and that of the public: high-quality education for all, which, in turn, ensures the future of our democratic society. The key is in school board leadership. We are the ones who must provide it. We can, and I am convinced we will."

Rayma C. Page
NSBA President, 1982-1983

During NSBA's time in the nation's capital, NSBA programming has diversified substantially in the continuing belief that NSBA has to be sensitive and responsive to the unique needs of different classifications of school boards. This differential programming had its roots in NSBA conventions in the early 1950s with separate large and small city board sessions, and was formalized in the late 1960s with the establishment of NSBA's Councils of Big City Boards and School Attorneys.

The result was the establishment of the Conference of School Board Negotiators (1978 — consisting of state association and local district negotiators); Conference of School Boards Association Communicators (COSBAC) — informally established in 1975, put on a formal basis in 1979 with adoption of new bylaws approved by the NSBA Board of Directors, and comprised of state association communications professionals; Large District Forum (1978 — consisting of school boards of a urban-suburban character governing districts with at least 20,000 — now 15,000 — students enrolled); and the Rural District Forum (1985 — comprised of smaller district school boards) that traced its origin back to 1980 when NSBA conducted a survey of rural school board members "on what are the real issues in rural education" under a federal grant.

These constituency groups were intended to enhance the capacity of their members to focus closely on issues in school district governance most germane to them, to provide a nationwide forum for the exposition of those issues, to obtain specialized NSBA and collective district staff support, and to create a network across the country of colleagues to whom members could turn for idea exchange on a regular basis.

NSBA also determined that, to be truly successful as a Federation of state associations and Hawaii, the District of Columbia and the U.S. Virgin Islands, it had to find a practical way to induce state associations to feel a proprietary interest in NSBA's major programming. If the Federation — a word that has its roots in the Latin fides, meaning faith — were to prosper, the state associations and NSBA had to manifest faith in each other through mutual succor and support.

Thus was born in 1978 the NSBA "revenue sharing" program, in which NSBA at first turned back to state associations some of its revenues from NSBA convention registrations and new Direct Affiliate participation, to foster a proprietary feeling among state associations for these programs. But, beginning in 1982, at the request of an overwhelming majority of state associations, NSBA placed NSBA revenue sharing funds in a common pool for programs and services to benefit state associations generally, as such programs are formulated and recommended by them. Significant programs that have been funded through NSBA revenue sharing funds include the school board member in-service education film "All on Board," the "Keys to Boardsmanship" education series, and public service announcements for TV and radio. In 1987, \$175,000 is budgeted by NSBA for NSBA revenue sharing with and for state associations to finance a variety of projects recommended by Federation Members and approved by the Board of Directors.

Another vital aspect of NSBA programming has been its specialized publication effort. During its early Washington, D.C., years, NSBA published -- with the help of funding from the Ford Foundation and in cooperation with the U.S. Conference of Mayors and AASA -- a newsletter on public employee collective negotiations. While the project was discontinued after a couple of years, it served its purpose well during important growth years of collective bargaining in the public schools nationally.

The NSBA Office of Federal Relations, in 1982, published a manual on how to understand and implement the new Education Consolidation and Improvement Act that became a "bible" with school board members, administrators at the state and local levels, and even among federal policy advisors in Washington, D.C.

In 1985, the AMERICAN SCHOOL BOARD JOURNAL began a practice of publishing, as an insert in both it and the EXECUTIVE EDUCATOR magazine, a new publication called "Education Vital Signs." That multi-page, annual insert describes the condition of education in plain terms understandable to lay people not steeped in the jargon of education or statistics. This practice has set the stage for future new magazine inserts on different topics. The predecessor of these inserts were the NSBA "Leadership Reports" -- individual publications on critical issues in public school governance -- that continue to the present time.

The Carnegie Foundation financed an NSBA book published in 1982 -- "Becoming a Better Board Member" -- that is still extant today. Developed with the assistance of an advisory committee of state association leaders, it covered the complex areas of effective school boardsmanship.

And a grant from the U.S. Department of Education enabled NSBA to position itself in the forefront of the educational excellence movement that began nationally in April, 1983, with the issuance of the "Nation at Risk" report. NSBA's publication emanating from that grant was "Blueprint for Excellence" -- a manual for school board members that emphasized an approach to instructional excellence through well-conceived written school board policies.

Other grants to NSBA in the mid-1980s launched the "Tobacco-Free Young America" project with several cooperating health associations, and the U.S. Department of Education-funded character education effort.

"The Computer Age has enveloped our schools with a speed, persistence, and pervasiveness unlike any event or movement that school board members can remember, including the launching of SPUTNIK. It is not an evolution; it's a revolution, societal as well as educational, embracing radically new operating techniques, the need for new thinking, and even changes in basic school policy."

M. Joan Parent
NSBA President, 1983-1984

The Reagan Administration, taking office in 1981, wasted no time in establishing a "brand new ball game" for educational advocacy. While President Ronald Reagan is a strong believer in the inestimably high value of a good education for individuals to better themselves and, collectively, for our economy and our society to prosper, he eschews anything but a most minimal federal role in financing educational programs. Therefore, his Administration early affirmed that it considered public education not to be a major concern of the federal government. Its overall strategy was to "zero-fund" most federal education programs, dis-establish the U.S. Department of Education, and shift the primary focus of concern over public education from the federal to the state capitals. At the same time, it pursued federal policies to extend federal support to private schools as part of an effort to "privatize" education.

The years since 1981 have shown that it has failed in all these respects but, along the way -- through Congressional compromise and conciliatory negotiations by educational advocacy groups, most notably, NSBA -- some structural changes were effected, such as the concept of Chapter 2 grants under the Education Consolidation and Improvement Act.

The 1983 "Nation at Risk" report signaled a dramatic change in this country's approach to education. Its architect, U.S. Department of Education Secretary Terrel H. Bell, profoundly changed the nationwide agenda for the public schools. Seven years before Bell's report rocked the nation, NSBA had arrived in the Capital City. The federal issues then were the perennial -- albeit critical -- issues of facing the federal government up to its responsibility of advancing public education, including paying for special needs as well as funding various federal mandates. Additionally, the effort to establish a separate U.S. Department of Education that would operate at the highest level of government -- the President's Cabinet -- was uppermost in NSBA's advocacy thrust. This effort was brought to fruition during 1979, with legislation authorizing the establishment of the Department, which was aggressively promoted by a broadly based coalition, in which NSBA was a clear leader.

At the same time, an initiative was abandoned in 1977 by NSBA's Delegate Assembly that NSBA had pursued since 1974 -- along with all of the other national educational organizations -- calling for public education to be financed according to a formula by which the federal, state, and local governments would contribute one-third each of the total costs of schooling.

Ironically, by 1986 the Reagan years had substantially broadened school board interest in federal advocacy as a result of proposals in such areas as tax reform, tort reform, anti-drug legislation, immigration legislation, and a variety of employee benefit proposals. This expansion of school board activity into issues outside the general range of education programming was probably best exemplified by the selection of NSBA's president in 1986 to chair the multi-organization national Coalition Against Double Taxation, which successfully fought off efforts to end deductibility of various state and local taxes from federal income taxes.

Another key coalition involved in public education has been the Committee for Education Funding, organized in 1979 as a unified group of 100 or more national organizations -- represented by their expert professional staff members -- to lobby for more federal funding. NSBA is the only organization to have had three of its executive staff members elected as president of the Committee.

The Reagan Administration used the "Nation at Risk" report to buttress its call for radical changes in how schooling gets done in the local communities. Realizing the newly discovered, enormous popularity of education as an issue, the Administration refined what Bell had referred to (in Theodore Roosevelt's words) as "the bully pulpit" of the federal government. To the pleasant surprise of many in education (and the dismay of some), the public schools were at center stage on the public scene.

There followed, through the middle years of the 1980s, a plethora of reports on how education should and could be enhanced. NSBA has been in the vanguard of this effort -- having had its elected officers on many of the groups studying educational improvement, including Bell's Commission that published "Nation at Risk," the Education Commission of the States (ECS) studies, National Science Foundation (NSF), and the like. And NSBA not only participated in the development of these reports but gave them wide dissemination throughout the United States by verbatim publication in SCHOOL BOARD NEWS and the distribution of special reports.

A positive result of these reports was that they turned the spotlight of public concern fully upon elementary and secondary education across the United States. This caused state governments to take a fresh look at their fiscal support of education; created a favorable political climate for local school boards -- and their state associations -- to become more aggressive leaders and advocates for something they had historically worked for over the years, namely, instructional program enrichment; impelled the Congress to develop federal legislative packages aimed at fostering excellence in math and science

"I recommended to the Board of Directors in my final report three things that I felt would contribute substantially to the future: (1) A continued emphasis on NSBA-Federation Member relationships and, to implement this, a continuation of the ad hoc committee that was constituted to carry out this mission; (2) A continuation of the fall Board of Directors planning retreat meeting as a forum for the philosophical discussion of the missions, goals and direction of NSBA; and (3) Establishment of a mid-year 'presidents' conference' -- a meeting for the elected leadership of Federation Members to provide their insights into the operation and the direction of NSBA so that they -- the elected leadership of this Association -- are also instrumental and involved in the planning process of NSBA."

Ted J. Comstock
NSBA President, 1984-1985

instruction; and helped the passage by Congress -- signed into law by President Reagan -- of a statute calling for a national summit on education. This summit is still in the planning stages.

On the darker side, the reports also raised expectations for educational change perhaps to an unrealizable level; focused on an invalid "top down" approach to educational reform that long experience has shown doesn't really work; and sent mixed signals to the poor and disadvantaged about their expectations in educational programs apparently geared more to an exclusive and ephemeral concept of excellence than down-to-earth equity. As to the latter, NSBA vigorously backed Secretary Bell in his insistence that excellence is not elitist -- it means nothing more than each student doing his or her best with the talents he or she has. Excellence and equity, Bell and NSBA averred -- correctly -- are congenial partners.

During the initial stages of the great debate over how to improve education in the United States, NSBA also was deep in another project -- planning, designing, financing, and constructing an office building of its own. NSBA had arrived in Washington, D.C., and occupied -- under the terms of a renewable 10-year lease -- an office building owned by the Inland Steel Corporation in Georgetown. The plan to finance and build the first NSBA office building was formulated and approved by the Board of Directors over a period of several years, beginning in 1979.

As the NSBA executive director reported to the 1983 Delegate Assembly: "The need to construct a building is not because NSBA has some kind of 'edifice complex'; rather, the decision of our Board of Directors to build was prompted by: (1) an urgent need for NSBA to control future overhead expense in the escalating rental cost market of the nation's capital; (2) a prudent desire to acquire equity resources through real property ownership; (3) a sensible intent to locate on the public subway transit system serving metropolitan Washington, D.C.; and, (4) an abiding need for an office building that symbolizes the actual presence of the local school board level of representative government in the home of our federal government."

NSBA moved into its new building on May 29, 1984, culminating a vision that had its origins in 1949 when NSBA moved into a couple of rooms in

"As education leaders, we must accept our responsibility to provide the intellectual cement to bind people together in this information age, with a commitment to the preservation of our rights, opportunities, and citizenship responsibilities. An informed, intelligent citizenry will not -- and should not -- follow blindly. The public requires honesty and openness. We school board members each must take a critical look to determine where we are, how we got there, and where we are headed...We must provide inspired leadership and information."

Nellie C. Weil
NSBA President, 1986-87

a building owned by Northwestern University on Chicago's downtown fringe. The building is a five-story, 50,000-square-foot edifice in a campus-like setting near where George Washington practiced his profession of surveying when not leading the Continental Army or the nation, in colonial Alexandria, Virginia. Depending on your perspective -- it is a short Metro subway ride from Capitol Hill, the U.S. Department of Education, the Supreme Court and the White House, or a long silver dollar toss across the Potomac.

While moving into NSBA's own offices in mid-1984 trumpeted the end of a more than three decades' dream, something else happened that was to orient NSBA toward an optimistic future.

First, the second meeting of a newly established Ad Hoc Committee on NSBA-State Association Relations was held in the new NSBA offices in June. The committee, consisting of elected and executive leaders from NSBA and many state associations, was established to discover new ways to enhance relationships between state associations and NSBA in light of the intense dynamics of separate marketing of association services and programs. At issue was the application of NSBA's "collegiality policy" -- first adopted by the Board of Directors in 1979 -- which required advance notification to state associations of new product or service marketing thrusts by NSBA and the opportunity for state associations to comment on the thrust or join in the marketing effort as NSBA's partner in individual states. The report of the Ad Hoc Committee cleared the air and strengthened the "collegiality policy" guidelines by requiring earlier advance notification to permit state associations to have more time to review the new products or services proposed by NSBA. The revised "collegiality policy" has substantially minimized marketing practices as a source of tension within the NSBA Federation. This set the stage for a higher level of mutual trust of NSBA and among state associations for each other. As the NSBA president reported to the 1985 Delegate Assembly, the Ad Hoc Committee's report "was adopted in its entirety -- item by item -- unanimously by the Board of Directors, and this became the working document for future planning and for action by the staff."

Second, that September the first long-range and strategic planning retreat of the Board of Directors was held. That retreat -- building upon the foundation laid in 1978 when the Board adopted its first

"As a tax-supported institution, each public school system has a fundamental responsibility to promote achievement not only among the privileged students but also among those at the other end of the scale. The only real difference between quality and equality is the letter E. And that may well stand for Effort, which eventually can result in the excellence to which all our schools aspire. Equality and Excellence are compatible."

*Mack J. Spears
NSBA President, 1985-1986*

Hawaii, the District of Columbia, and the U.S. Virgin Islands -- to accomplish the missions and goals of NSBA that, after all, were designed by, and abide through the sufferance of, NSBA's Federation Members. This is the reason that enhancing relations with Federation Members is NSBA's "threshold" long-range and strategic objective.

- II. To enhance NSBA services to Federation Members in areas of state legislation, school law and public policy. This tripartite effort is suffused with real substance. While state legislatures often have been characterized as "master school boards" when it comes to state educational matters because of their clear preeminence as legislative policy makers in the states (to say nothing of their overriding authority to lay and levy taxes and apportion tax revenues), they do not operate in a vacuum enclosed by individual state boundaries.

State level governmental officials who set fundamental public policy in public education have an impressive network across the nation. State legislatures, for example, comprise the National Conference of State Legislatures. Similarly, state governors belong to the National Governors' Association, state school board members comprise the constituency of the National Association of State Boards of Education (which had its genesis in NSBA in the 1950s), and chief state school officers belong to the nationwide Council of Chief State School Officers. All of them -- including local school board members -- participate in the Education Commission of the States. In addition to these several organizations, there are many more informal -- some continuing and some ad hoc -- partnerships, joint ventures, federal projects, coalitions and the like, in which state governmental officials can get together and compare notes about education.

As a result, educational policy proposals initiated at the state level -- through statute, state board policy, or state department of education administrative rules and regulations -- find their way with ease from one state to another, coast to coast, and Canada to Mexico or the Caribbean. NSBA serves as a gatherer, monitor and clearinghouse of these proposals, as well as a forum to review them, to help Federation Members better position themselves to respond to such proposals and perfect or redesign them in light of the local school board perspectives. And this function is not limited to state laws.

Public policy proposals affecting the public schools usually are not born in state capitals. Universities, foundations, associations, special interest groups, publications, and local school districts are often the birthplace of educational innovation. As these new ideas are talked and written about over weeks and months, public policy proposals take shape. NSBA not only keeps track nationally of the trends and issues in educational public policy areas through

formal long-range financial plan for NSBA -- resulted in the formulation of several program initiatives for NSBA in the future.

In planning retreats in 1985 and again in 1986, the Board worked further on the plan. The 1985 retreat had a profound peripheral and long-term influence on the way that the elected leadership of NSBA worked together. The 1985-86 NSBA president, partly due to frail health but mainly because of the "team player" approach to leadership he had used in his tenure as president of the Louisiana School Boards Association in earlier years, brought his fellow officers sharply into focus in the NSBA leadership effort. And they responded enthusiastically and tirelessly. This "unlocking" of the considerable reservoir of elected leadership talent triggered a 1986 change in the NSBA Constitution and Bylaws calling for a president-elect, who automatically fledged up to the presidency after one year and set the precedent and the pattern for a truly collegial leadership by the elected officers into the future. It also cast the mold out of which the NSBA Planning Council -- consisting of NSBA's elected officers -- would be crafted by the Board of Directors as part of NSBA's overall planning process in 1986-87. Nellie C. Weil, the 1986-87 NSBA president, was the principal architect of those three positive results.

At the September, 1986, planning retreat in Montgomery, Alabama, the Board discussed extensively and approved a draft of a long range and strategic plan that was recommended by the Executive Committee following a working session held a month earlier. It resulted in both a formal long-range and strategic plan and a process by which the plan could be intensively reviewed each year by Federation Members and others among NSBA's constituencies.

The 1987 plan identified 11 strategic objectives for NSBA in the ensuing years. It was formally adopted by the Board on January 23, 1987. The 11 strategic objectives are designed to implement NSBA's missions and goals originally approved by the Delegate Assembly in 1978, to expand upon the five program initiatives formulated by the Board of Directors in 1984, and to buttress NSBA's bedrock purposes first declared in NSBA's 1949 charter of incorporation. The objectives are:

- I. To enhance relations with Federation Member officers and executive directors. Education in the United States is primarily a state function. Local school boards -- acting as arms of the state as an integral part of our American institution of representative and participatory government in each local community -- govern the local public schools within the parameters laid down by state law. Local school boards in 49 states have organized themselves into state associations to do a better job of governing. NSBA was created to help state associations in that noble effort and to provide a national and federal dimension in local school board service. Thus, NSBA continually searches for ways to build, protect, and preserve a sound working environment within NSBA and for the leaders of its Federation Members -- the 49 state associations and the local school board of

its Trends and Issues Management Process but also collaborates with innovators to ensure consideration of the school board perspective in shaping public policy proposals from the outset; and issues its own school-governance oriented reports through the NSBA Monograph and Leadership Report series.

School litigation continues to be a seminal source of the law controlling public education in both federal and state jurisdictions. NSBA, as a "friend of the court" in important school law cases, files briefs bolstering the school board position. Through its extensive countrywide Council of School Attorneys, NSBA also assists the attorneys representing school boards to hone their skills as advocates and to deepen their knowledge about school law, school district operation, and school board governance.

- III. To expand public relations advocacy for high-quality elementary and secondary education through school board leadership. The context in which NSBA's public relations effort must operate is three-pronged: 1) The general public has a limited knowledge of the importance of school boards as the basic instrument of representative and participatory governance of our nation's public schools; 2) Without a more informed understanding of the local school board as an integral part of the American institution of democratic government, local control of -- and accountability for -- the public schools will be in jeopardy in the years ahead; 3) NSBA has both internal and external dimensions in public relations -- internally, NSBA must keep its Federation Members and school board constituencies informed about its endeavors, and, externally, NSBA must aim its public relations advocacy toward the general public, complementing and coordinating, as much as possible, NSBA initiatives with those of its Federation Members.

This public relations advocacy has four overriding purposes:

- to improve access to the news media by NSBA's leadership and to enhance NSBA's overall mission and specific programs and activities;
- to launch and sustain a comprehensive public relations and communications program that will increase the public's awareness of the role, function, and responsibilities of local school board members;
- to position NSBA to become a paramount national resource for vital education-related information, thereby making NSBA an active, strong, and persuasive leader on educational issues for the national and state news media; and

- to provide public relations and communications programs to bolster NSBA's federal relations activities, programs of the NSBA Center for Federation Member Relations, State Legislation, and Public Policy, NSBA's Center for School Law and Litigation, as well as other key NSBA programs.

IV. To enhance NSBA research activities. Like public relations, NSBA's research effort cuts across all organizational and program lines. There is a research dimension to every activity of NSBA. In a broad sense, the Board of Directors believes that the appropriate research role for NSBA is to develop and disseminate research products that strengthen the effectiveness of local school board governance. In some cases, this will require original research; in other cases, this will be accomplished best by identifying existing research and analyzing and interpreting it from the perspective of public school board governance. This dimension — studying the impact of proposals to change education on the institution of representative governance of the public schools — is one that historically has been sloughed by other research entities. NSBA will endeavor to fill that gap in the ensuing years.

Important, too, to NSBA's research effort is continued interaction with other national organizations whose actions have a profound impact on public education and the role of local school boards and school districts. Groups that fall into this category include the National Governors' Association, the National Conference of State Legislatures, the Education Commission of the States, the teachers' unions, administrator organizations, and others. NSBA should consider their perspectives and views and make use of their research findings when formulating its own research agenda.

V. To increase the effectiveness of NSBA's federal advocacy on behalf of Federation Members and local school boards. Federal relations advocacy has been a key NSBA function since the earliest days of its existence. This long-time effort reached a pinnacle in 1984 when the Board of Directors adopted NSBA's Political Effectiveness Program (PEP). PEP is a strategic effort designed to capitalize on five key, interrelated factors about NSBA in its Washington, D.C., environment. In the words of NSBA's Long-Range and Strategic Plan, these five aims are:

- To build a federal relations program that can monitor activities, develop substantively credible positions, and advocate action which produces results.
- To build an effective federal relations program that can deliver school board advocacy both on issues of national scope and those of special significance for special categories of school

districts. The NSBA objective also is to build federally-oriented services and programs (for example, the "how to" of implementing new regulations) in addition to policy advocacy. This includes an identifiable "business service" to school districts on federal policy and regulations.

- To build a federal relations program -- inviting a nationwide groundswell of activity, involving the active participation of the 52 Federation Members and as many local school board members as possible. The objective is to build an organization that is viewed as a persuasive national voice on behalf of school districts -- with the Congress, the White House, government agencies, and the communications media.
- To build the total organization, including programs and services for Federation Members, that rewards action by local school board members and builds their individual and collective role in the nation's body politic.
- To build a federal relations program that operates in close cooperation with NSBA's Office of Public Relations and Communications, SCHOOL BOARD NEWS, CUBE, LDF, RDF, the Center for Federation Member Relations, State Legislation and Public Policy, the Center for School Law and Litigation, the Office of Special Programs, Coordination and Planning, and other NSBA programs. To advocate issues which bear directly on the operating vitality of state associations and NSBA, such as changes in tax laws and regulations affecting associations.

The NSBA dynamic PEP program is still developing -- the future holds real promise for it.

"Risk is something that the average individual wants to avoid. But risk is a very important ingredient of leadership that translates into effective boardmanship for public education. As school board members, we must all be prepared to take the risks that would put public education on the cutting edge of issues and resources. It involves being proactive, out front in anticipating solutions and seeking resources. Otherwise, boys and girls in the public schools will have to take leftovers."

Nellie C. Weil
NSBA President, 1986-1987

VI. To expand NSBA's Institute for the Transfer of Technology to Education. NSBA's Delegate Assembly has shown its determination that local school boards should be leaders in advocating technology's application to education in improvement of instruction, broadening curriculum, streamlining administration of the schools and school districts, and enhancing student and community services. The establishment of NSBA's Institute for the Transfer of Technology to Education (ITTE) by NSBA and its Federation Members serves four purposes:

- Providing services, support, assistance, and collaboration for state Federation Members, local school boards and NSBA programs.
- Participating and building relationships with major nationwide efforts and trends and with key agencies.
- Building, sustaining, serving, and learning from a network of leading school districts.
- Creating or collaborating in projects and activities that help advance the uses of technology for education.

VII. To provide specialized, high quality programs to serve unique needs of special categories of NSBA constituencies. The United States has one of the few thoroughly decentralized public school systems in the world. Each school district has unique needs. Their governing bodies — school boards — reflect that diversity. While they recognize the importance of concerted action by joining their state associations and participating in NSBA activities, they clearly want also to interact at the state and national levels with fellow school boards addressing the same challenges as they do.

Thus, to serve the school boards of urban, urban-suburban, and rural character, NSBA's programming includes services and activities for its Council of Urban Boards of Education, Large District Forum and Rural District Forum. This programming is offered under the umbrella of the NSBA Federation to serve the unique needs of such school boards -- the state associations providing the state dimension and NSBA the nationwide dimension.

Other programs within this strategic objective are the Council of School Attorneys and the independent Caucuses, as well as those who receive SCHOOL BOARD NEWS as part of Direct Affiliate participation.

VIII. To ensure stable financial performance and steady growth by NSBA's revenue-producing operations. NSBA's fiscal health depends upon its capacity to raise revenue. This strategic objective keeps this burgeoning financial reality before

NSBA's elected and executive leadership. The effort to stabilize NSBA's revenue and to provide a reasonable growth factor for the future will continue to percolate within the Federation in the years ahead. Correlative with this is the wise expenditure of funds and the conservation of assets so that NSBA will continue to receive the most benefit from every dollar raised and spent.

- IX. To provide the maximum administrative support to NSBA activities at the lowest possible cost, continually assessing whether such support can be provided more effectively and cost efficiently through contractual arrangements or with internal resources. This strategic objective also cuts across all organizational lines of NSBA. It is as much a continuing process as it is an abiding goal.
- X. To establish a general operating reserve fund. NSBA is at a point in its maturation as a national association, the Board of Directors has concluded, that an operating reserve fund is desirable to complement the substantial "equity reserve" that NSBA enjoys through ownership of its own office building. Thus, the modest beginnings of this new fund in 1987 is ticketed by the Board to expand during the ensuing years.
- XI. To establish a Planning Council, consisting of the NSBA officers, to formulate -- on a regular basis during each year -- a set of critical issues on the future of education that can be recommended to the Board of Directors in the Board's work of preparing new NSBA program initiatives. The NSBA Planning Council will bring together all the rich information that exists within NSBA on federal and national policy and legal trends and issues, for the purpose of exploring its long-term implications for NSBA programming. This exploration effort conducted by the NSBA Planning Council will result in specific recommendations to the Board of Directors about how NSBA programming can best serve Federation Members and America's public schools in future years. This effort -- so central to effective long-range and strategic planning -- will keep NSBA positioned as a leader in education as we push into the 1990s.

"We school board members must play an active role in our state and national school boards associations in order to keep up-to-date and to influence the proper development of public education at all levels. That activity can provide a reservoir of strong, knowledgeable leaders for waging the ever-continuing fight to retain control over our school systems. We must be informed, be active, and constantly protect our right to provide what we know is best for our children."

Leonard Rovins
NSBA Vice-President, 1986-1987

The NSBA Long-Range and Strategic Plan will be an integral part of the meetings of NSBA Regions and constituent groups, such as the Council of Urban Boards of Education, Large District Forum, Rural District Forum, and the Council of School Attorneys, as well as related groups, including the Caucuses, in the future. The Board of Directors actively solicits as much counsel and advice as can be generated on NSBA's plan because of its enormous influence on setting the policy and program course for NSBA in the years to come.

Simultaneous with the development of the NSBA Long-Range and Strategic Plan has been the continuing consideration of the question: "Is NSBA's staff organized in an optimum way to implement the plan and ensure that NSBA stays in the vanguard of educational rejuvenation, in light of the changing forces affecting public schooling across the nation?"

In view of the increasing state-level reawakening of the importance of education to economic and societal well-being -- as reflected in expanding initiatives for education arising from governors' mansions and state houses throughout the United States, the truculence of the Reagan Administration to give substance to its rhetoric for educational excellence, and the urgent and extreme pressures being put on local school boards to improve the instructional program of the public schools by promoting excellence without sloughing equity -- the Board of Directors has authorized a series of structural changes that have profoundly altered NSBA's executive organizational structure.

Among other things, the Board brought into being NSBA's Center for School Law and Litigation and the Center for Federation Member Relations, State Legislation and Public Policy; it consolidated services to constituent groups and fine-tuned NSBA's marketing endeavors; it reemphasized the critical contributions that

"Essential to sustaining a strong NSBA is a clear understanding by school board members of NSBA and its vital role in representing school board interests not only on the federal level in Washington, D.C., but also on national issues across the country. This understanding is especially important for school board members who are assuming new and expanded leadership roles at the state and regional, as well as national, levels so that they can represent and communicate school board concerns knowledgeably and effectively."

James R. Oglesby
NSBA Secretary-Treasurer, 1986-1987

NSBA's magazines and annual conventions and expositions (and other conferences) make to the financial well-being of NSBA and the improvement of public school governance and administration; and it called for retaining a major public relations firm in Washington, D.C., to advise NSBA on how it can enhance the instructional program of the public schools through sound school board leadership.

Tangentially, but importantly, the series of executive-level reorganizations in the mid-1980s also have helped ward off the most debilitating and dreaded affliction of associations -- organizational moribundity. Reallocation of administrative program assignments brings with it new approaches to old, as well as new, challenges and raises the levels of enthusiasm and energy among a stable and continuing competent staff to new heights. Thus, NSBA's executive staff is, in a genuine sense, beginning NSBA's second decade in the nation's capital afresh and suffused with the zeal that marked their predecessors almost 50 years ago.

As a result, NSBA is poised in 1987 -- through planning, policy, and executive staff organization -- to continue to play an increasingly vital role in the shaping of public elementary and secondary education in the United States as partners with its Federation Members.

The Board of Directors is convinced that the key to NSBA's future lies in the planning of it. And the secret to sound planning for NSBA is the close involvement of Federation Member elected and executive leaders in the planning process, as well as the leaders of other NSBA participant groups -- not in just one or two isolated areas of NSBA programming, as was the case in the past, but rather across the entire, broad spectrum of NSBA's offerings.

NSBA is in a position to look to the future that it never has enjoyed before. NSBA's Long-Range and Strategic Plan, first drafted by the Board of Directors in 1984-85, sharpened in 1985-86, completed in 1986-87, and set for translation into action in 1987-88, is now disseminated widely throughout the NSBA Federation. This comprehensive statement of what NSBA is, and should be, will be thoroughly examined within the Federation during 1987-88 -- in NSBA Region meetings and around the conference tables of NSBA's participant entities. The discussions in those sessions will be listened to -- and heard -- by NSBA officers and directors. And they will be taken into account as the Board of Directors conducts its fourth annual retreat planning meeting in September, 1987.

The Board of Directors -- under the visionary leadership of Nellie C. Weil in 1986-87 and Jonathan T. Howe in 1987-88 -- has charted a course for NSBA that will lead the Association to new heights in this, the second decade of NSBA's life in our nation's capital. And the basis for it all is expressed in NSBA's Long-Range and Strategic Plan which, with the continuing counsel and advice of the leaders of Federation Members and other participating entities, will become a living guidon as NSBA marches into the future.

The NSBA Long-Range and Strategic Plan will point the way toward answering the fundamental substantive and process questions that NSBA's officers and directors sense are so vital to NSBA's continuing robust health as a national association at the doorway to the 21st Century:

- How can NSBA maintain an influential national and federal presence while, at the same time, closely monitoring, researching, and reporting to the Federation and other participating entities on state policy issues and trends affecting public school governance that arise in the 50 states and waft their way back and forth across the country like bees pollinating fields of flowers?
- How can NSBA be put on a secure financial footing that will emphasize joint and mutual marketing within our Federation of complementary — not competing — programs and services that will produce strong state associations thriving within a strong NSBA, against which outside competitors and antagonists cannot succeed?
- How can NSBA's programs and services be fully integrated into those offered by state associations within our Federation in a mode that binds one to the other and makes NSBA a true partner, providing the national and federal dimension, with the state associations providing the state dimension?
- How can NSBA have a truly substantive presence and provide solid leadership in education through
 - publication of well conceived, fully researched, and clearly written reports on significant issues relevant to school board governance and from a school board perspective;
 - active and direct participation in the highest councils on national and federal issues in education; and,
 - convincing the public of the crucial role of the school board as an integral part of the American institution of representative and participatory government? (and)
- How can NSBA involve the elected leaders of NSBA's Federation and other participating entities in a truly meaningful way in the future planning and programming of NSBA?

These questions — in one form or another — will emerge time and again as NSBA moves into its "golden anniversary" year of 1990.

NSBA's history shows that, at any point in time, more productive days of significant contributions to the betterment of the public elementary and secondary schools of America always lay ahead. That's why a most thoughtful man, Everett N. Luce of Michigan, elected NSBA's

president in 1957, was fond of quoting a "little poem," as he called it, "The Road Ahead":

"The best verse hasn't been rhymed yet,
The best house hasn't been planned,
The highest peak hasn't been climbed yet,
The mightiest rivers aren't spanned;
Don't worry and fret, faint hearted,
The chances have just begun,
For the best jobs haven't been started,
The best work hasn't been done."

(Anonymous)

The history of NSBA tomorrow begins today.

"The first half-century of NSBA's life has seen our nation progress through a rapid metamorphosis from a "smoke stack" to a service and information economy and through the loop from a responsibility to a "me-first" attitude and a return to a more responsible, positive era. But it is only a beginning.

We are ahead of where we thought we would be, but we have yet to reach our destination. Future generations will challenge us as school board members to provide creative and constructive leadership for public education. If we fail to anticipate and plan for the changes ahead, school boards will become mere anachronisms and inhibitors of leadership. Effective leadership by us will couple the power of leadership with a dedication to providing the finest educational system, with equity and access, on the face of this planet.

If this does not happen, we will know who is responsible. In the final analysis, what the future will hold is up to us, individually and collectively. If we are leaders, we can truly shape the future for the good of all through a highly educated and prepared society."

Jonathan T. Howe
NSBA President, 1987-1988

A Bird's Eye View
of
MILESTONES IN NSBA'S HISTORY

March, 1987

<u>Date</u>	<u>Event</u>
August 17, 1965	- The National Association of School Superintendents was founded in Harrisburg, Pennsylvania.
August 15-19, 1870	- The National Association of School Superintendents merged with the National Teachers Association (begun in 1857) and the American Normal School Association (begun in 1858), to form the National Education Association (NEA) in Cleveland, Ohio. The superintendents' group became the NEA Department of Superintendence.
March, 1891	- The AMERICAN SCHOOL BOARD JOURNAL published its first edition in Milwaukee, Wisconsin.
July 9-12, 1895	- The Department of School Administration -- focusing on school board members and school board issues and problems -- was established by the National Education Association in Denver, Colorado.
July 8-10, 1896	- The first national meeting of the NEA Department of School Administration was held in Detroit, Michigan.
June 29 - July 4, 1924	- The last meeting of the NEA Department of School Administration was held in Washington, D.C., and the NEA Executive Committee disestablished the department because of overlap with the NEA Department of Superintendence and, most likely, low attendance at Department of Administration convention meetings.
June 26-30, 1938	- The National Association of Public School Boards and School Board Members was founded in New York City at the 1938 NEA Convention's meeting of the Department of Superintendence.
February 26 - March 3, 1938	- At its 1938 convention, the NEA Department of Superintendence first became known as the American Association of School Administrators (AASA).

APPENDIX A

- February 27-28, 1940 - The National Council of State School Boards Associations (NCSSBA) was founded at a meeting of AASA in St. Louis, Missouri. Founding officers were President Florence C. Porter, Executive Secretary, California School Trustees Association, and Secretary-Treasurer Wallace A. Clifford, Executive Secretary, New York State School Boards Association.

- February 24, 1941 - First Annual Meeting of NCSSBA in Hotel Ambassador, Atlantic City, New Jersey, at AASA annual convention.

- February 25, 1942 - Second Annual Meeting of NCSSBA in Hotel Whitcomb, San Francisco, California.

- August 1, 1942 - NCSSBA becomes dormant as a result of World War II and turns back the funds in its treasury to its three major state association contributors -- New York (\$200), Illinois (\$78) and California (\$50).

- November 11-13, 1945 - NCSSBA revived at the annual convention of the Illinois Association of School Boards in the Abraham Lincoln Hotel, Springfield, Illinois. New officers were elected: President A.J. Crowley, President of the New York State School Boards Association, and Secretary-Treasurer Robert M. Cole, Executive Secretary of the Illinois Association of School Boards.

- March 12, 1945 - NCSSBA leaders met in Chicago, Illinois, and resolved that NCSSBA should become a "strong, independent organization cooperating with all other agencies."

- February 25, 1948 - NCSSBA met in Atlantic City, New Jersey, at AASA annual convention and changed its name to the National School Boards Association (NSBA).

- February 25-26, 1949 - NSBA met in Atlantic City, New Jersey, at AASA annual convention and authorized employment of full-time executive secretary and the opening of an office. Edward M. Tuttle of Illinois -- retiring Editor-in-Chief of a textbook publishing company and a former school board member who was present at this meeting as a "guest" -- was soon after the meeting employed as the first NSBA Executive Secretary.

- May 1, 1949 - NSBA moves into office space leased from Northwestern University at 450 East Ohio Street on the near north side of Chicago close to the University's downtown campus.

- October 29, 1949 - NSBA incorporated under the "General Not for Profit Corporation Act" of Illinois.

- February 24-25, 1950 - NSBA revises its Constitution and Bylaws to affirm that NSBA is a federation of state school boards associations at the annual meeting of NSBA held in the Chalfonte-Haddon Hall Hotel in Atlantic City, New Jersey, at the AASA annual convention.

- November 14-16, 1952 - NSBA joins several professional and institutional national associations to establish NCATE -- the National Council on Accreditation of Teacher Education.

- May 19, 1957 - The Associated State Boards of Education was established as part of NSBA at the NSBA convention. ASBE was the forerunner of today's National Association of State Boards of Educations (NASBE).

- April 17-19, 1958 - NSBA holds first annual convention and exposition separate and apart from AASA in Miami Beach, Florida. Delegate Assembly broadens NSBA membership base, laying groundwork for Direct Affiliate Program in 1970.

- October 1, 1958 - NSBA moves offices from Chicago to Evanston, Illinois, on property adjacent to Northwestern University's Evanston Campus and near the University's Deering Library.

- April 24-27, 1960 - NSBA Delegate Assembly established NSBA Association Foundation to accept gifts and contributions.

- April 11-14, 1962 - NSBA Delegate Assembly amended NSBA's Constitution and Bylaws to permit NSBA to become an action-oriented organization on "national issues and problems."

- July 21-23, 1966 - The NSBA Board of Directors authorized the opening of a "branch office" of NSBA in Washington, D.C., and the employment of full-time federal relations advocate. (The "branch office" was open for business by early 1967.)

- January 19-21, 1967 - The NSBA Council of Big City Boards -- predecessor of the NSBA Council of Urban Boards of Education -- was established by the NSBA Board of Directors.

- January 19-21, 1967 - The NSBA Council of School Attorneys was established by the NSBA Board of Directors.

- January 19-21, 1967 - The NSBA Council of Community College Boards was established by the NSBA Board of Directors. (This council disaffiliated with NSBA in 1972 to become the Association of Community College Trustees.)

- June 29 - July 1, 1967 - The purchase by NSBA of the AMERICAN SCHOOL BOARD JOURNAL for \$50,000 was authorized by the NSBA Board of Directors. (The first edition of the AMERICAN SCHOOL BOARD JOURNAL published by NSBA was in October, 1967.)

- April 12-15, 1969 - NSBA Delegate Assembly requested the NSBA Board of Directors to consider establishing a "Division of Minority Affairs." (The Board established the position, and the first Director of Human Resources and Minority Affairs began work on NSBA's executive staff on July 1, 1970.)

- April 11-14, 1970 - NSBA Delegate Assembly, on recommendation of the NSBA Board of Directors, established the NSBA Direct Affiliate Program.

- January 8-10, 1970 - NSBA established the NSBA Educational Policy Service and its complementary component, the Consulting Service.

- January, 1971 - NSBA moves its offices from adjacent to the Northwestern University campus in Evanston, Illinois, to downtown Evanston.

- April 3-6, 1971 - The first formal meeting at the NSBA Convention and Exposition of the National Caucus of Black School Board Members was held in Philadelphia.

- April 7-10, 1973 - NSBA Delegate Assembly adopted Resolution 5.4 establishing the NSBA Federal Relations Network. (In September, 1973, the first NSBA/FRN meeting was held in Silver Spring, Maryland, a Washington, D.C., suburb.)

- NSBA's Convention and Exposition in 1973 went "hi-tech" for the first time with "big screen" TV images above the stage.

- April 19-22, 1974 - The first formal meeting at the NSBA Convention and Exposition of the National Caucus of Hispanic School Board Members was held in Miami Beach, Florida.

- April 19-22, 1975 - NSBA Delegate Assembly, on recommendation of the NSBA Board of Directors, directed that NSBA move its central offices from Evanston, Illinois, to Washington, D.C., and approved a plan to finance the move through a one-time dues assessment of NSBA Federation Members.

- August, 1976 - NSBA central offices open for business at 1055 Thomas Jefferson Street, in the Georgetown area of Washington, D.C., in leased offices in a new building owned by Inland Steel Company on the old Chesapeake and Ohio canal.

- January 6, 1978 - NSBA Task Forces convened in Washington, D.C., to study and report on vital issues in education.

- April 1-4, 1978 - NSBA Delegate Assembly adopts new "Missions and Goals" for NSBA to position NSBA for a future of leadership in education. It was the policy basis for substantial organizational changes, internally and externally -- from a new logo and motto, through an administrative reorganization and new program budgeting, accounting and long-range planning systems, to the establishment of the Federal Issues Management Process (FIMP) and the Forum of Federal Policy Coordinators.

- Large District Forum and Conference of School Board Negotiators hold first meeting at NSBA Convention and Exposition in 1978.

- July 1, 1978 - NSBA Board of Directors inaugurates the NSBA Revenue Sharing Program through which NSBA convention registration and Direct Affiliate participation fees are shared with Federation Members according to formula related to each state's activity in those programs.

- November 8, 1978 - NSBA Board of Directors authorizes the founding and self-capitalization of EXECUTIVE EDUCATOR magazine.

- November 3-5, 1978 - First Annual Educational Conference of the AMERICAN SCHOOL BOARD JOURNAL held in San Francisco.

- February, 1980 - EXECUTIVE EDUCATOR magazine introduces its "Top 100" school executive awards nationwide.

- April 19-22, 1980 - NSBA Delegate Assembly adds "Federal Affiliates" to NSBA membership classifications.

- March 30, 1981 - First issue of NSBA SCHOOL BOARD NEWS was published.

- January, 1982 - NSBA Governance Study Report issued by the Board of Directors to the NSBA Federation.

- September, 1982 - AMERICAN SCHOOL BOARD JOURNAL changes its cover design for the first time since 1967.

- May 29, 1984 - NSBA moved into its new office building, a five-story, 50,000-square-foot structure in a campus-like setting in Alexandria, Virginia, within the metropolitan Washington, D.C., area.
- October 11-14, 1984 - NSBA Board of Directors conducts first retreat meeting to begin process of formulating NSBA's first long-range plan.
- January 24, 1985 - NSBA's Institute for the Transfer of Technology to Education (ITTE) established to encourage widespread use of new technologies in public education.
- January 25, 1985 - NSBA Board of Directors establishes the Rural District Forum (RDF).
- October, 1985 - The first annual publication of "Education Vital Signs" appeared as an insert in both NSBA magazines, to serve as an annual reference for persons who want the condition of American education explained in plain language, free of the jargon of educators and statisticians, and to serve as a model for other NSBA magazine inserts on substantive issues affecting education in the future.
- January 1, 1986 - The Technology Leadership Network is begun within NSBA's Institute for the Transfer of Technology to Education, to bring together and provide services to leading school districts in the use of technology.
- April 4-5, 1986 - The Technology Leadership Network of ITTE holds its first meeting prior to the NSBA annual convention with 35 persons in attendance, and the Council of Urban Boards of Education (CUBE) chairman receives the right to vote on the NSBA Board of Directors from the Delegate Assembly.
- August 22, 1986 - The first NSBA President's Retreat held in Chicago, Illinois, on August 22, 1986.
- September 17-19, 1986 - NSBA Board of Directors discusses and amends NSBA's first comprehensive long-range and strategic plan that had been developed earlier in the summer by the Executive Committee during the Board's third annual planning retreat.
- March 21-23, 1987 - First review of the first comprehensive NSBA Long-Range and Strategic Plan held at an NSBA Region Conference -- NSBA Northeast Region Conference, Washington, D.C. (The first meeting of the "NSBA Planning Council" -- consisting of the NSBA elected officers -- also was held during the NSBA Region Conference.)

A Bird's Eye View
of the
CHRONOLOGY OF FOUNDINGS OF NSBA FEDERATION MEMBERS

March, 1987

1800	District of Columbia*	1939	Tennessee
1855	Hawaii (territory)*	1940	Colorado
1895	Pennsylvania	1941	Texas
1896	New York	1943	Idaho
1903	New Jersey	1944	Oklahoma
1906	Virginia	1945	New Hampshire
1913	Illinois	1946	Delaware
1918	Kansas	1946	Oregon
1918	Nebraska	1947	Massachusetts
1921	Wisconsin**	1948	Arizona
1922	Minnesota	1949	Alabama
1922	Washington	1949	Indiana
1923	Utah	1949	Michigan
1926	Montana	1950	New Mexico***
1926	North Dakota	1951	Georgia
1930	California	1951	Mississippi***
1930	Florida	1951	South Carolina
1930	Wyoming	1952	Arkansas
1932	Iowa**	1952	West Virginia
1936	Kentucky	1953	Rhode Island
1936	Missouri	1955	Alaska
1936	Vermont***	1955	Ohio
1937	North Carolina	1957	Maine
1938	Connecticut	1957	Maryland
1938	Louisiana	1963	Nevada
1939	South Dakota	1967	U.S. Virgin Islands*

* One Board of Education governs all the public elementary and secondary schools in the jurisdiction.

** The dates appearing herein were provided by the NSBA Federation Members. In some cases, though, the current state associations have predecessors. For example, Wisconsin had an Associated School Boards of Wisconsin organized and operating in the mid-1890s. Iowa had a first group meeting of school boards in the 1890s and had an Association of Consolidated School Districts in the 1920s. The Iowa Association was active in the 1930s and 1940s but, in 1946, was organized as it exists today. Michigan also had a predecessor organization by 1943, six years earlier than the present association was formed. And a predecessor association was operating by 1957 in Nevada.

*** Vermont is the only state association that, after it joined the NSBA Federation, voluntarily dropped out. This period of non-federation was only one year. The Mississippi and New Mexico state associations were each suspended for one year from the NSBA Federation for non-payment of NSBA dues.

APPENDIX B

A Bird's Eye View
of
NSBA'S PRESIDENTS AND EXECUTIVE DIRECTORS
of
NSBA
(1940-1987)

March, 1987

Dates of Terms of Office	President	President's State of Residence	Executive Director
1940-45	Florence C. Porter	California	W.A. Clifford, Executive- Secretary of the New York State School Boards Association*
1945-47	Arthur J. Crowley	New York	Robert M. Cole, Executive Secretary of the Illinois Association of School Boards*
1947-49	David J. Rose	North Carolina	Robert M. Cole*
1949-1951	J. Paul Elliott	California	Edward M. Tuttle** (Emeritus)
1951-53	Frank H. Trotter	Tennessee	"
1953-54	Clifton B. Smith	New York	"
1954-55	Jesse G. Stratton	Oklahoma	"
1955-56	O.H. Roberts, Jr.	Indiana	"
1956-57	Taylor T. Hicks	Arizona	Wilburn A. Shannon (Emeritus)
1957-58	Everett N. Luce	Michigan	" ***
1958-59	Carl B. Munck	California	"
1959-60	Robert E. Willis	Florida	"
1960-61	Roy O. Frantz	Colorado	"
1961-62	Theodore C. Sargent	Massachusetts	Harold V. Webb (Emeritus)
1962-63	Cyrus M. Higley	New York	" ****
1963-64	Helen A. Radke	Washington	"
1964-65	W. Leonard Robinson	Georgia	"
1965-66	Edna Paul	Minnesota	"
1966-67	Joseph Ackerman	Illinois	"
1967-68	Ruth Mancuso	New Jersey	"
1968-69	R. Winfield Smith	Pennsylvania	"
1969-70	Boardman W. Moore	California	"
1970-71	George E. Ewan	Wyoming	"
1971-72	Kenneth E. Buhrmaster	New York	"
1972-73	F.E. "Bud" Phillips	Iowa	"
1973-74	Barbara Reimers	Connecticut	"
1974-75	Philip B. Swain	Washington	"
1975-76	Cecil L. Gilliatt	North Carolina	"
1976-77	George W. Smith	California	"
1977-78	Will D. Davis	Texas	Thomas A. Shannon
1978-79	Margaret S. Buvinger	Oklahoma	"

APPENDIX C

Dates of Terms of Office	President	President's State of Residence	Executive Director
1979-80	Hiroshi Yamashita	Hawaii	Thomas A. Shannon
1980-81	Jean Tufts	New Hampshire	"
1981-82	Robert V. Haderlein	Kansas	"
1982-83	Rayma C. Page	Florida	"
1983-84	M. Joan Parent	Minnesota	"
1984-85	Ted. J. Comstock	Idaho	"
1985-86	Mack J. Spears	Louisiana	"
1986-87	Nellie C. Weil	Alabama	"
1987-88	Jonathan T. Howe	Illinois	"

* *Served in executive secretary capacity for the national association, having been elected as "Secretary-Treasurer."*

** *First full-time Executive Secretary of NSBA. Retired on June 30, 1956.*

*** *The title of Executive Secretary was changed in NSBA to Executive Director in 1957.*

**** *Appointed Acting Executive Director in early 1961, upon resignation of W.A. Shannon, and appointed Executive Director in June, 1962.*

Brief background summaries of NSBA's four executives through the years are as follows:

- Edward M. Tuttle - Mr. Tuttle was first full-time executive secretary of NSBA. He was employed in 1949 at 60 years of age following his retirement as Editor-in-Chief of Row, Peterson & Company, textbook publishers. He earned a bachelor's degree in Agriculture and Arts Education from Cornell University and was one of the two charter members of the Department of Rural Education with the rank of Assistant Professor. For seven years he was editor of the "Cornell Rural School Leaflet." He had been a school board member and president in Illinois and a member of the Advisory Committee on Education in Illinois. He wrote extensively on education and, after his retirement in 1956 from NSBA, at age 67, he wrote the oft-quoted book "School Board Leadership in America," with a first edition (1958-1963) printing of 10,000 copies, and a revised edition in 1963. He continued on a part-time basis with NSBA between 1956-1958 as NSBA YEARBOOK editor and convention exhibits manager. Mr. Tuttle was a veteran of World War I.
- Wilburn A. Shannon - Mr. Shannon succeed Mr. Tuttle on July 1, 1956. He was graduated with a B.S. degree in 1939 from Middle Tennessee State College at Murfreesboro, Tennessee. He was a teacher and principal in public elementary and secondary schools, and Robertson County, Tennessee, Superintendent of Schools. He received his M.A. degree from George Peabody College for Teachers in 1949, and was appointed that year as executive secretary of the Tennessee School Boards Association. He resigned from TSBA in 1953 to return to a superintendency in Morristown, Tennessee. In

1955, Mr. Shannon took a nine-month leave of absence to serve as field representative for ten southeastern states for the White House Conference on Education, and he participated in the Conference. Mr. Shannon served until early 1961 as NSBA executive director, when he resigned. He then completed graduate work at Harvard University and returned to a superintendency. He is now retired and a resident of Springfield, Tennessee. (He and Thomas A. Shannon are not related.)

- Harold V. Webb - Dr. Webb was appointed Acting Executive Director in early 1961, following Mr. Shannon's resignation. He was appointed Executive Director in June, 1962. Between 1958-1961, he had served as assistant executive director for field services of NSBA. Prior to that time, he had been executive director of the Wyoming School Boards Association and a teacher and school superintendent in his native rural Kansas. He received his Master of Science in Education degree from Kansas State Teachers College (1949) and his Ed.D. degree from the University of Wyoming (1955). He resigned as NSBA Executive Director, effective June 30, 1977, and returned to Evanston, Illinois, where he established Harold V. Webb and Associates, a nationwide association and school district management and consultant firm, which he operates today.
- Thomas A. Shannon - A lawyer and an educator, Shannon is admitted to the practice of law in California, Minnesota, Virginia, the District of Columbia and before the U.S. Supreme Court and holds a California Life Credential to administer the public schools. He is a Visiting Professor of Educational Administration at the University of Virginia and has been an adjunct professor of education and law at the University of San Diego. He served as Schools Attorney for the San Diego City Schools for ten years and as Chief Deputy Superintendent for Administration there for five years until becoming NSBA Executive Director on July 1, 1977. He holds a B.S. degree from the University of Wisconsin (1954) and a Juris Doctor degree from the University of Minnesota (1961). He served as a U.S. Naval Officer in the Pacific Fleet in the mid-1950s.

A Bird's Eye View
of
LEADERS OF SELECTED NSBA PARTICIPANT GROUPS THROUGH THE YEARS
March, 1987

I. Council of Urban Boards of Education (CUBE)

Year	Name of Chairman	City - Location of Chairman's Board of Education
1967	John C. Beatty, Jr.	Portland, Oregon
1968	Aaron Brown	New York, New York
1969	Florence Lehmann	Minneapolis, Minnesota
1970	David E. Wagoner	Seattle, Washington
1971	Vincent J. Thomas	Norfolk, Virginia
1972	G. Holmes Braddock	Miami, Florida
1973	John D. Carey	Chicago, Illinois
1974	James C. Perrill	Denver, Colorado
1975	Jo Brown	Wichita, Kansas
1976	Paul English	Oklahoma City, Oklahoma
1977	Paul English	Oklahoma City, Oklahoma
1978	George H. Brown, Jr.	Memphis, Tennessee
1979	George H. Brown, Jr.	Memphis, Tennessee
1980	Virginia P. Rockwell	Denver, Colorado
1981	Virginia P. Rockwell	Denver, Colorado
1982	Mary E. Busch	Indianapolis, Indiana
1983	Mary E. Busch	Indianapolis, Indiana
1984	John D. O'Bryant	Boston, Massachusetts
1985	John D. O'Bryant	Boston, Massachusetts
1986	Eva Bacal	Tucson, Arizona
1987	Eva Bacal	Tucson, Arizona

II. Large District Forum (LDF)*

1982	Sara Fyfe	Amarillo, Texas
1983	Sara Fyfe	Amarillo, Texas
1984	Sara Fyfe	Amarillo, Texas
1985	Gwendolyn Gerhardt	Hazelwood, Missouri
1986	Gwendolyn Gerhardt	Hazelwood, Missouri
1987	David Geiger	Beaverton, Oregon

* The LDF operated informally during its first several years in the late 1970s and early 1980s under the leadership of an Advisory Planning Committee. It did not have an official governing body or chairman until 1982, when it was formally established by the NSBA Board of Directors.

III. Rural District Forum (RDF)

1985	Martha Fricke	Ashland, Nebraska
1986	Martha Fricke	Ashland, Nebraska
1987	Hugh Broadus	Forsyth, Montana

IV. National Caucus of Black School Board Members

Year	Name of Chairman	City - Location of Chairman's Board of Education
1967	James Jones	Los Angeles, California
1968	James Jones	Los Angeles, California
1969	James Jones	Los Angeles, California
1970	Robert D. DeFrantz, Sr.	Indianapolis, Indiana
1971	Robert D. DeFrantz, Sr.	Indianapolis, Indiana
1972	Leo A. Lucas	Dayton, Ohio
1973	Leo A. Lucas	Dayton, Ohio
1974	Leo A. Lucas	Dayton, Ohio
1975	Leo A. Lucas	Dayton, Ohio
1976	Leo A. Lucas	Dayton, Ohio
1977	Barbara Lett Simmons	Washington, D.C.
1978	Barbara Lett Simmons	Washington, D.C.
1979	Barbara Lett Simmons	Washington, D.C.
1980	Clara W. Rutherford	Detroit, Michigan
1981	Clara W. Rutherford	Detroit, Michigan
1982	William B. Ingram	Perris, California
1983	William B. Ingram	Perris, California
1984	Mary A. Lett	East Orange, New Jersey
1985	Herbert R. Brown	Cincinnati, Ohio
1986	George Vaughn	Detroit, Michigan
1987	George Vaughn	Detroit, Michigan

V. National Caucus of Hispanic School Board Members

1975	Gustavo Garcia	Austin, Texas
1976	Gustavo Garcia	Austin, Texas
1977	Gustavo Garcia	Austin, Texas
1978	Yaya Martinez	San Jose, California
1979	Yaya Martinez	San Jose, California
1980	Robert Garcia	Phoenix, Arizona
1981	Robert Garcia	Phoenix, Arizona
1982	Will Pacheco	American Falls, Idaho
1983	Ciro D. Rodriguez	San Antonio, Texas
1984	Ciro D. Rodriguez	San Antonio, Texas
1985	Mary Helen Rocha	Antioch, California
1986	Mary Helen Rocha	Antioch, California
1987	Carlos Avelar	Phoenix, Arizona

VI. National Caucus of Young School Board Members

The Caucus' activities have consisted only of a meeting at the NSBA Convention and Exposition each year since its founding in 1978. In 1986, the group selected James Sherry, of Mineola, New York, as chairman and Ashley Fuller, Jr., of Washington, North Carolina, as vice chairman when it met at the NSBA Convention and Exposition in Las Vegas in 1986.

VII. Council of School Attorneys

Year	Name of Chairman	City - Location of Chairman's Board of Education
1967	Thomas A. Shannon	San Diego, California
1968	Thomas A. Shannon	San Diego, California
1969	Thomas A. Shannon	San Diego, California
1970	H. Rollin Allen	Detroit, Michigan
1971	Robert T. Baker	Columbus, Ohio
1972	Robert T. Baker	Columbus, Ohio
1973	Benjamin L. Craig	Denver, Colorado
1974	Benjamin L. Craig	Denver, Colorado
1975	Allen D. Schwartz	Chicago, Illinois
1976	Allen D. Schwartz	Chicago, Illinois
1977	Kelly Frels	Houston, Texas
1978	Charles E. Keller	Detroit, Michigan
1979	Malcolm Kitt	Baltimore, Maryland
1980	Edgar H. Bittle	Des Moines, Iowa
1981	Ralph D. Stern	San Diego, California
1982	James F. Clark	Madison, Wisconsin
1983	R. Dean Jolly	Columbus, Ohio
1984	E. Freeman Leverett	Elberton, Georgia
1985	Gerald A. Caplan	Boulder, Colorado
1986	George T. Rogister, Jr.	Raleigh, North Carolina
1987	William Fearen (Chairman-Elect)	Harrisburg, Pennsylvania

VIII. Federation Member Executive Directors' NSBA Liaison Committee

Year	Name of Chairman	State Association
1961	Ruth H. Page	New Jersey
1962	Ruth H. Page	New Jersey
1963	George Tipler	Wisconsin
1964	George Tipler	Wisconsin
1965	Elmer W. Stanley	Washington
1966	Elmer W. Stanley	Washington
1967	Elmer W. Stanley	Washington
1968	Maurice Bement	Kentucky
1969	Darld Long	Utah
1970	Darld Long	Utah
1971	Everett Dyer	New York
1972	James Prescott	Louisiana
1973	M.A. McGhehey	Kansas
1974	M.A. McGhehey	Kansas
1975	Thomas Rigby	Oregon
1976	Thomas Rigby	Oregon
1977	Norman Weinheimer	Michigan
1978*	Norman Weinheimer	Michigan
1979	Fred Hedding	Pennsylvania

* NSBA Board of Directors adopted formal written policy setting forth purposes and functions of the Liaison Committee.

VIII. Federation Member Executive Directors' NSBA Liaison Committee (con't)

Year	Name of Chairman	State Association
1980	C.R. "Bob" Marshall	Washington
1981	David B. Martin	Ohio
1982	Orbry D. Holden	Texas
1983	Lloyd Newbaker	New Jersey
1984	Lou Ella Kleinz	Arizona
1985	T.E. Davidson	Iowa
1986	Paul Gorden	Massachusetts
1987	Harold P. Seamon (Chairman-elect)	Illinois

IX. Conference of School Boards Association Communicators (COSBAC)

Year	Name of Chairman	State Association
1975	Ed J. Martens	Manitoba, Canada
1976	Michael Torkelson	Minnesota
1977	Judith Schwartzstein	New Jersey
1978	George Lowe	Texas

Name changed in 1979 to Conference of School Boards Association Communicators (COSBAC)

1979	Craig Gifford	Ohio
1980	Lenore Greenberg	New Jersey
1981	Nicholas L. Goble	Pennsylvania
1982	Michael Torkelson	Minnesota
1983	Jeannie M. (Sissy) Henry	South Carolina
1984	Angela Smith	Texas
1985	Judy Kay McDaniel	Washington
1986	L. Kendrick Scott	Kentucky

Professional staff communicators in the state school boards associations first began meeting informally as a group in 1971, immediately preceding the annual seminars of the National School Public Relations Association (NSPRA). John W. Koepke, now executive director of the Kansas Association of School Boards, was serving as its convening chairman when the group met in Denver in 1975 and adopted Bylaws as the North American School Boards Association Communicators (NASBAC). This was put on a formal basis within the NSBA structure in 1979 when revised Bylaws were formulated, the group's name was changed to the NSBA Conference of School Boards Association Communicators (COSBAC), and it was approved by the NSBA Board of Directors.

A Bird's Eye View
of
NSBA'S ANNUAL REVENUE BUDGETS
(1950-1987)

March, 1987

Year	Total Annual Revenue Received	Number of Federation Members	Total Annual Federation Member Dues
1950	\$ 3,081	23	\$ 3,081
1950-51	8,026	32	8,026
1951-52	10,330	33	10,330
1952-53	11,876	37	11,876
1953-54	13,739	40	13,739
1954-55	18,273	39	18,273
1955-56	37,202	43	22,247
1956-57	44,741	47	28,651
1957-58	84,082	50	31,113
1958-59	129,264	50	38,368
1959-60	155,963	52	36,381
1960-61	192,821	52	39,946
1961-62	176,967	52	44,640
1962-63	213,495	52	53,948
1963-64	248,230	52	56,957
1964-65	297,419	52	65,255
1965-66	333,803	52	65,834
1966-67	415,856	52	99,265
1967-68(1)	614,548	52	121,426
1968-69	815,239	52	129,844
1969-70	1,170,726	52	139,068
1970-71	1,251,189	52	149,504
1971-72	1,720,276	52	161,679
1972-73	2,123,954	52	173,910
1973-74	2,382,918	52	182,912
1974-75	2,956,843	52	191,084
1975-76	3,733,324	52	280,644
1976-77	4,071,236	52	375,713
1977-78(2)	5,088,306	52	417,210
1978-79	5,539,282	52	517,112
1979-80	6,643,970	52	574,918
1980-81	7,040,854	52	616,479
1981-82	7,136,184	52	664,271
1982-83	8,688,493	52	706,014
1983 (3)	2,990,767	52	--
1984 (4)	9,308,428	52	754,836
1985	10,471,022	52	776,233
1986	10,293,395	52	820,737
1987 (5)	11,323,333(budgeted)	52	855,996

(1) First year under modified accrual accounting. Prior to this, all figures shown are annual cash receipts.

APPENDIX E

- (2) First year under program budget system in which all overhead costs were allocated throughout programs. SEE REVERSE SIDE
- (3) Six-month fiscal period for conversion from a July 1-June 30 fiscal year to a January 1-December 31 calendar fiscal year. Federation Member dues continue to be assessed and collected on the basis of a July 1-June 30 fiscal period.
- (4) First year under strict accrual accounting and with all financial reporting and program budgeting fully computerized. NSBA moved into its own office building on May 29, 1984.
- (5) In early 1977, NSBA had 70 full-time employees; in 1987, that number had risen to 102.
- (6) NSBA Revenue Sharing, instituted by the NSBA Board of Directors in 1978-79 to give state associations a sense of direct proprietorship in advancing both NSBA convention attendance and participation in the Direct Affiliate Program, shares NSBA revenue from those two sources with the states.

Prior to 1981-82, NSBA revenue sharing was paid directly to state associations in proportion to their state performance in NSBA convention registrations and new Direct Affiliates. In October, 1982, on recommendation of the Federation Member Executive Directors' NSBA Liaison Committee, the NSBA Board of Directors "pooled" all NSBA revenue sharing funds into a single fund. Expenditures from those funds are recommended by the Liaison Committee and approved by the Board of Directors for programs and services to benefit state associations.

The amounts paid into NSBA revenue sharing by NSBA are as follows:

1978-79	\$ 90,200
1979-80	135,723
1980-81	1,480
1981-82	25,022
1982-83	151,490
1983 (six-month fiscal period)	68,133
1984	176,924
1985	162,459
1986	166,810
1987 (budgeted)	175,000

A Birds's Eye View
of
NSBA'S ANNUAL CONVENTIONS AND EXPOSITIONS
(1949-1986)

March, 1987

<u>Year</u>	<u>Convention City</u>	<u>Paid Registrants(2)</u>	<u>Estimated Total Attendance(3)</u>	<u>Number of Exhibitors</u>
1949	St. Louis		53	
1950	Atlantic City		120	
1951	Atlantic City		266	
1952	St. Louis		510	
1953	Atlantic City		813	
1954	Atlantic City		1,137	
1955	St. Louis		1,131	
1956	Atlantic City		1,652	
1957	Atlantic City		2,021	
1958(1)	Miami Beach		2,909	72
1959	San Francisco		3,505	74
1960	Chicago		2,986	112
1961	Philadelphia		2,774	75
1962	St. Louis		2,753	66
1963	Denver		4,587	79
1964	Houston		5,560	98
1965	Boston		6,700	136
1966	Minneapolis		8,120	145
1967	Portland, Oregon	5,329	9,026	131
1968	Detroit	5,297	9,000	130
1969	Miami Beach	7,961	12,500	136
1970	San Francisco	8,763	14,000	147
1971	Philadelphia	6,330	9,500	150
1972	San Francisco	9,896	15,000	146
1973	Anaheim	9,224	16,700	170
1974	Houston	10,111	18,500	158
1975	Miami Beach	11,307	20,500	162
1976	San Francisco	12,536	22,000	183
1977	Houston	8,533	14,300	172
1978	Anaheim	11,868	23,000	184
1979	Miami Beach	9,242	16,800	194
1980	San Francisco	11,923	21,000	197
1981	Dallas	9,353	15,300	220
1982	Atlanta	7,369	12,000	204
1983	San Francisco	10,062	16,600	205
1984	Houston	7,770	13,500	200
1985	Anaheim	10,540	19,000	220
1986	Las Vegas	9,920	16,500	240

(1) First NSBA convention separate and apart from that of the American Association of School Administrators and first with exposition.

(2) Paid registrants information not available in NSBA's financial records prior to 1967.

(3) Estimated total attendance figures are from various sources, including convention proceedings.

APPENDIX F

A Bird's Eye View
of
NSBA DIRECT AFFILIATE PARTICIPATION
(1970 - 1986)

March, 1987

<u>Year</u>	<u>Total Participation by Year</u>	<u>Revenues</u>	<u>Year</u>	<u>Total Participation by Year</u>	<u>Revenues</u>
1970	-0-	-0-	1978	1245	\$ 561,000
1971	100	\$ 50,000	1979	1304	597,000
1972	283	105,000	1980	1336	616,000
1973	396	150,000	1981	1277	618,000
1974	612	206,000	1982	1484	780,000
1975	917	302,000	1983	1525	1,011,000
1976	1112	429,000	1984	1615	1,206,000
1977	1185	525,000	1985	1695	1,487,000
			1986	1800	1,494,000

* * * * *

School District Participation by State for 1986

<u>State</u>	<u>Number</u>	<u>State</u>	<u>Number</u>	<u>State</u>	<u>Number</u>
Alabama	21	Kentucky	29	North Dakota	6
Alaska	14	Louisiana	21	Ohio	101
Arizona	58	Maine	10	Oklahoma	37
Arkansas	17	Maryland	13	Oregon	33
California	106	Massachusetts	23	Pennsylvania	86
Colorado	31	Michigan	114	Rhode Island	6
Connecticut	27	Minnesota	42	South Carolina	4
Delaware	5	Mississippi	8	South Dakota	10
District of Columbia	0	Missouri	37	Tennessee	11
Florida	17	Montana	7	Texas	82
Georgia	9	Nebraska	24	U.S. Virgin Islands	0
Hawaii	0	Nevada	9	Utah	10
Idaho	19	New Hampshire	3	Vermont	2
Illinois	138	New Jersey	73	Virginia	40
Indiana	34	New Mexico	13	Washington	53
Iowa	42	New York	149	West Virginia	6
Kansas	87	North Carolina	45	Wisconsin	42
				Wyoming	26

APPENDIX G

A Bird's Eye View
of the Development of the
NSBA Constitution and Bylaw Provisions
on
FEDERATION MEMBER NSBA DUES FORMULA
(1949-1987)

March, 1987

1950

The goal for each state shall be computed by multiplying the sum of \$6.00 by the number of millions of dollars (to the nearest million) of such public day school expenditures in each state, as set forth in the latest reported schedule of expenditures.

When any state association shall have paid \$100.00 of its goal, it shall become a member in good standing with all rights and privileges incident thereto.

State associations shall be charged with the responsibility of paying as large a proportion of the difference between the sum of \$100.00 and the total amount of their goal as their officers, directors, and membership consider possible, giving due consideration to the current financial condition of their association and to the needs of the National School Boards Association.

Each member association shall pay one-half of the amount called for on the schedule for the period from January 1, 1950, to June 30, 1950, and shall pay the full amount during the next fiscal year.

1954

The goal for each state shall be computed by multiplying the sum, as given in the following table, by the number of millions of dollars (to the nearest million) of such public day school expenditures in each state, as set forth in the latest reported schedule of expenditures.

The table of sums to be used is as follows:

The sum of \$6.00 per million for the first \$200 million expenditure.
The sum of \$5.00 per million for the next \$100 million expenditure.
The sum of \$4.00 per million for the next \$100 million expenditure.
The sum of \$2.00 per million for each succeeding \$100 million or fraction thereof.

When any State School Boards Association shall have paid \$100.00 or 50% of its annual goal (whichever is the larger) on or before the first day of the Annual Convention, it shall become an Active Member in good standing, with all the rights and privileges incident thereto.

APPENDIX H

1962

The goal for each state shall be computed by multiplying the sum, as given in the following table, by the number of millions of dollars (to the nearest million) of such public day school expenditures in each state, as set forth in the latest reported schedule of expenditures.

The table of sums to be used is as follows:

The sum of \$6.00 per million for the first \$200 million expenditure.
The sum of \$5.00 per million for the next \$100 million expenditure.
The sum of \$4.00 per million for the next \$100 million expenditure.
The sum of \$2.00 per million for each succeeding \$100 million or fraction thereof.

1966

The dues for each state shall be computed by multiplying the sum, as given in the following table, by the number of millions of dollars (to the nearest million) of such public day school expenditures in each state, as set forth in the latest reported schedule of expenditures.

The table of sums to be used is as follows:

The sum of \$8.00 per million for the first \$200 million expenditure.
The sum of \$7.00 per million for the next \$100 million expenditure.
The sum of \$6.00 per million for the next \$100 million expenditure.
The sum of \$2.75 for each additional million dollars or fraction thereof.

When expenditures for public day schools in any state reaches \$2,500,000.00 (sic) such amount shall constitute a maximum figure to be used in the computation of dues for each state.

1975

The dues for each Active Member shall be computed by multiplying the sum as given in the following table by the number of millions of dollars (to the nearest million) of such public school expenditures in each state, as set forth in the latest report schedule of expenditures as provided for in Article IV, Section 1(b) of the NSBA Constitution and Bylaws.

The table of sums to be used will be as follows:

The sum of \$10 per million for expenditures up to and including \$1 billion.
The sum of \$2.50 per million for each million in excess of \$1 billion.

Application of this Active Member dues schedule shall be limited only in that any increase in dues for an Active Member shall not be in excess of an increase of fifty percent of the preceding year's dues for that Active Member, and no Active Member shall pay dues in excess of \$25,000 per year.

Notwithstanding the foregoing provisions, the annual dues for 1975-76 only shall be an amount equal to two times the normal amount produced by the above table.

1978

Effective July 1, 1979, the dues for each Active Member shall be established in the following manner.

The dues for each Active Member shall be based on \$12 per \$1 million of public school expenditures in each state, as set forth in the most recently released schedule of expenditures from the Department of Health, Education and Welfare, and as provided for in Article IV, Section 1(b) of the NSBA Constitution & Bylaws.

Application of the Active Member dues schedule shall be limited by the following factors:

- A. \$26,500 shall be the maximum allowable under this formula;
- B. No state shall pay more than 8% of its state association member dues and receipts; and
- C. No state's dues may increase by more than 25% of the previous year's NSBA dues.

1985

The 1985 Delegate Assembly approved the following dues structure:

- Each member of the Federation pays dues in the amount of five percent (5%) of that Federation Member's revenues with the limitation that no Federation Member's dues increase by more than ten percent (10%) over the dues paid during the previous year;
- The maximum amount of dues paid by Federation Members shall not exceed \$29,000;
- For Federation Members that are not associations, annual dues shall be established by the Delegate Assembly.

In addition, the 1985 Delegate Assembly passed the following provision concerning dues:

Once adopted by the Delegate Assembly, the dues formula shall continue until such time as it may be changed by the Delegate Assembly.

A Bird's Eye View
of the Development of the
NSBA Constitution and Bylaw Provisions
on
COMPOSITION OF DELEGATE ASSEMBLY
(1949-1987)

March, 1987

1958

- (1) Each State School Boards Association that complies with Active Membership shall have 2 votes in Delegate Assembly. They shall also select one non-voting alternate for each delegate.
- (2) All voting delegates and their alternates shall be members in good standing of a school board and shall not be employed as a staff member of any State School Boards Association.
- (3) Voting delegates and their alternates shall be the representatives of NSBA in their respective states during their term of office.

1964

- (1) Same as above.
- (2) Same as above.
- (3) Same as above.
- (4) Members of the Board of Directors shall be ex officio members of the Delegate Assembly with all privileges of membership except that of voting.
- (5) Delegates and their alternates shall continue in office until replaced by their state associations.

1968

- (1) Same as above.
- (2) Same as above.
- (3) Same as above.
- (4) Same as above.
- (5) Same as above.
- (6) One-half of the qualified delegates shall constitute a quorum at any meeting.

APPENDIX I

1970

- (1) Same as above.
- (2) Same as above.
- (3) Not mentioned.
- (4) Members of the Board of Directors who are not serving as voting delegates shall be delegates ex officio.
- (5) Each Active Member shall designate one voting delegate for a term of one year; one voting delegate for a term of two years; and additional voting delegates to serve a term of two years on the basis of the following formula:

Full-time Pupils in Public Elementary and Secondary Day Schools in Districts of Direct Affiliate Districts in the Active Member State or Area	# of Additional Voting Delegates
100,001 to 500,000	1
500,001 to 1,500,000	2
1,500,001 to 3,500,000	3
3,500,001 or more	4

- (6) A quorum shall consist of one-fourth of the full voting strength of the Delegate Assembly, provided that at least one-half of the Active Members are represented by one or more delegates.
- (7) The officers of the Delegate Assembly shall be a President (President of the Association) and a Secretary (the Executive Director).
- (8) In the event a state is not represented by an Active Member, the Board of Directors of the Association may appoint one voting delegate from that state to serve for a period of one year.

1973

- (1) Same as above.
- (2) Same as above.
- (3) Same as above.
- (4) Same as above.
- (5) Same as 1970 with insertion after formula: If at least 25% of the aggregate pupil enrollment represented by direct affiliates of an active member is of a national racial minority, the active member shall designate that at least one of any additional delegates for which it may qualify because of its direct affiliates shall be a school board member of a national racial minority represented in such pupil enrollment.

(6) Same as 1970.

(7) Same as 1970.

(8) Same as 1970.

1982

(1) Same as 1970.

(2) Same as 1970.

(3) Same as 1970.

(4) Same as 1970.

(5) Same as 1970 with the following change in formula:

<u>Full-time Pupils Enrolled in Public Elementary and Secondary Day Schools in Districts in the Active Member's State or Area</u>	<u># of Additional Voting Delegates</u>
Under 300,000	0
300,001 to 1,500,000	1
1,500,001 to 2,500,000	2
2,500,001 or more	3

(4) If at least 10 percent of the aggregate number of persons in a state or area represented by an Active Member is of one or more national racial minority, the Active Member shall designate that at least one of any additional delegates for which that Active Member may qualify shall be a school board member of a national racial minority.

(5) Same as above.

(6) Same as above.

(7) Same as above.

(8) Same as above.

1985

Federation Member substituted for "Active Member" throughout the NSBA Constitution and Bylaws.

A Bird's Eye View
of the Development of
NSBA Constitution and Bylaw Provisions
on the
CLASSES OF MEMBERSHIPS
(1949-1987)

March, 1987

1958

Membership shall be comprised of these classifications:

- (1) Active - State school boards associations, school boards, school board members, state boards of education.
- (2) Associate - Individual professional education personnel and past board members.
- (3) Sustaining - Community or professional service organizations [and] Honorary - former members of NSBA Board of Directors.

1966

Membership shall be comprised of Active Members and other classes of members.

- (1) Active - State school boards associations which have been approved by Delegate Assembly and paid dues.
- (2) Other classes of non-voting members for other organizations and individuals. Such shall be restricted to organizations and individuals who may not be eligible for membership in a state school boards organization.

1970

- (1) Active Members shall be state school boards associations.
- (2) Direct Affiliates - Any school board that is a member of an Active member and has paid current annual fees for legislative and information services from NSBA.
- (3) Organization Affiliate - any corporation or organization which pays annual charges.
- (4) Sustaining Affiliates - Any person who pays annual charges.
- (5) Foundation Affiliates - individuals, corporations and organizations as determined by the Board of Directors.

APPENDIX J

1980

- (1) Federal Affiliates added as a membership classification - Any governing board, advisory board to the governing authority of a school or organized group of schools operated as part of the federal government.

A Bird's Eye View
of the Development of the
NSBA Constitution and Bylaw Provisions
on
NOMINATING PROCEDURES
(1949-1987)

March, 1987

1958

- (1) President to appoint a Nominating Committee of 5 members, one from each region.
- (2) Nominating Committee must present slate of nominees and transmit to each state and territorial association by Executive Director at least 30 days prior to opening day of Annual Convention.

1966

- (1) Nominating committee composed of five members, one from each region elected by separate caucus held at Annual Meeting or at Regional Meeting for following year.
 - a) If Region fails to elect committee member by November 1, President shall appoint member from that region.
- (2) Same as above.
- (3) Immediate Past President of Association shall act as ex officio non-voting chairman of committee.
- (4) Additional nomination for all officers and directors may be made from floor of Delegate Assembly.

1968

- (1) Nominating committee composed of members, two from each region. Five to be selected as in 1966 (1) and five to be named by President from list composed of one nominee selected by each state association.
 - a) Same as in 1966.
- (2) Same as above.
- (3) Same as above with addition at end "...and shall vote in case of a tie."
- (4) Same as above.

APPENDIX K

1970

- (1) Same as 1968.
- (2) Same as 1958 except for time period: "...at least 75 days prior to Delegate Assembly meeting..."
- (3) Same as 1968.
- (4) Any 7 Active Members (not more than 3 of which are in any one region) shall have the privilege of nominating a candidate for each office to be filled by preparing and disseminating a written nomination together with pertinent biographical information. Such material must be received prior to the opening of the first session of the Delegate Assembly. Nominations shall be deemed closed at the opening of that session.
- (5) Following closing of nominations, a ballot shall be prepared listing names of all nominees under the office for which they have been nominated both by the Nominating Committee and by written petition of Active Members.
- (6) The Nominating Committee shall meet at least 105 days prior to the Delegate Assembly and shall nominate one or more nominees for offices to be filled.

1972

- (1) Same as 1968.
- (2) Same as 1958 and 1968 except for time period: "...at least 60 days prior to Delegate Assembly meeting..."
- (3) Same as 1968.
- (4) Same as 1968.
- (5) Same as 1970.
- (6) Same as 1970 except for time period: "...at least 75 days prior to the Delegate Assembly..."
- (7) In the event a nominee becomes unable to serve, the Nominating Committee shall select an alternate candidate and transmit to Active Members and Delegates its amended report as soon as feasible but in no case later than a time immediately prior to the opening of the Delegate Assembly Meeting at the Annual Meeting.

1979

- (1) Nominating Committee composed of fifteen members - three from each Region. Ten to be selected (2 from each Region) at a separate meeting or caucus of the Region. Five (1 from each Region) to be named from a list (one nominee from each state association) by the President. Presidential appointments shall attempt to assure racial, ethnic and cultural diversity of school boards.

Note: In 1979 the NSBA Board of Directors adopted a policy on nominations as part of NSBA's new Board Policy Manual. The policy outlined the process for soliciting names of candidates, the data to be collected on candidates, the interviewing procedures and the criteria for selection.

1980

- (1) Recommendations for nominees must be postmarked no later than December 1.
- (4) Recommendations may be submitted by Active Members, by local school boards which are members of Active Members, and by official action of the Region.

1981

- (4) Recommendations may be submitted by Active members, by local school boards with the approval of their respective Active member, and by official action of the Region.

1982

- (1) Recommendations for nominees for NSBA officers and directors must be postmarked no later than November 1.
- (4) Recommendations may only be submitted by Active Members, by local school boards through, and with the approval of, their respective Active Member or by official action of the Region.

1983

- (3) Same as 1968 with the addition of "The President of NSBA shall be an ex officio member of the committee without the right to vote unless the President is ex officio chairman."

A Bird's Eye View
of the Development of the
NSBA Constitution and Bylaw Provisions
on the Process of
AMENDING NSBA'S CONSTITUTION AND BYLAWS
(1949-1987)

March, 1987

1958

- (1) Required is a two-thirds vote in favor of changes or additions by members of Delegate Assembly.
- (2) Proposed amendments must be submitted to Committee on Constitution Revision before 2:00 p.m. of first day of Annual Convention.
- (3) Proposed amendments may be submitted only by members of the Delegate Assembly.
- (4) The Committee on Constitutional Revision shall distribute its report in written form 24 hours in advance of Business Session to Delegate Assembly.

1960

- (1) Same requirement as above.
- (2) Proposed amendments shall be submitted to the Constitution and Bylaws Committee at least 90 days prior to the first day of the Annual Convention.
- (3) Proposed amendments may be submitted only by executive bodies of the member associations.
- (4) Same as above but committee renamed: Constitution and Bylaws Committee.
- (5) The proposed amendments shall not be presented to the Delegate Assembly and acted upon until they have been presented to the governing bodies of the member associations at least 60 days previous to the time they will be presented to the Delegate Assembly.

1962

- (1) Same requirement as above.
- (2) Same as 1960.
- (3) Proposed amendments may be submitted only by executive of the member associations and NSBA Board of Directors.

APPENDIX L

(4) Same as 1960.

(5) Same as 1960.

1966

(1) Same requirements as above.

(2) Same as 1960.

(3) Proposed amendments may be submitted only by executive bodies of the member associations, NSBA Board of Directors and the committee itself.

(4) Same as 1960.

(5) Same as 1960.

1970

(1) Same requirement as above.

(2) Same as 1960.

(3) Proposals for amendments to the Constitution and Bylaws shall be submitted in writing to the Delegate Assembly through the Executive Director and may be initiated by:

- a) The Executive Committee; or
- b) The Constitution and Bylaws Committee; or
- c) Over the signature of:
 - i) not less than 5 members of the Board of Directors; or
 - ii) not less than 3 Active Members; or
 - iii) not less than 10 Voting delegates of Delegate Assembly.

(4) Written notice of proposed change shall be sent to each delegate at least 10 days prior to the meeting at which said amendment shall be considered.

(5) Not included in this year's version.

(6) If Committee recommends modification of a proposed change, the sponsoring group shall be so notified by Committee outlining proposed alterations. Should sponsoring group find proposals and alterations unacceptable, the original proposal, together with the committee's recommendations, shall be submitted to the Delegate Assembly for action.

(7) Proposals for amendment not received by the Executive Director prior to ninety days before any Delegate Assembly meeting shall be held over until the following meeting for action.

(8) Constitution and Bylaws Committee shall be composed of three or more members appointed by the President from the Board of Directors.

A Bird's Eye View
of the Development of the
NSBA Constitution and Bylaw Provisions
on the Process of
AMENDING NSBA'S BELIEFS AND POLICIES
(1949-1987)

March, 1987

1958

- (1) Required is a two-thirds vote in favor of changes or additions by members of Delegate Assembly.

1966

- (1) Same requirement as above.
- (2) Proposed changes in Beliefs and Policies shall be submitted at least 30 days prior to first day of Annual Meeting to a committee created by Board of Directors for that purpose.
- (3) Changes may be submitted only by executive bodies of state school boards associations, NSBA Board of Directors, delegates to Delegate Assembly or the committee itself.
- (4) If a proposed change is not submitted as described in #2, it will not be considered by Delegate Assembly unless 2/3 of voting delegates present elect to consider the late proposed changes.

1970

- (1) Same requirement as above.
- (2) Same as #2 above except "...shall be submitted at least 90 days prior to first day of Annual Meeting..."
- (3) Changes may be submitted only by Active Members, Board of Directors, governing bodies of Regions, Steering Committees of Councils, Direct Affiliates, delegates to Delegate Assembly or by committee.
- (4) Same as above.
- (5) The committee created to consider Beliefs and Policies shall prepare a report of its recommendations and distribute to the members of the Delegate Assembly no later than 30 days in advance of the first business session for voting on Beliefs and Policies.

APPENDIX M

1977

- (2) Proposed Beliefs and Policies or changes shall be submitted by December 1st.

1981

- (2) Proposed Beliefs and Policies or changes shall be submitted by December 20.
- (5) Same as 1970 with the addition of: The committee may amend its report and these amendments, in whole or in part, may be voted upon after oral or written notice of at least 24 hours prior to Delegate Assembly action on these amendments.

A Bird's Eye View
of the Development of the
NSBA Constitution and Bylaw Provisions
on the Process of
SUBMITTING NEW RESOLUTIONS
(1949-1987)

March, 1987

1958

- (1) Must be submitted in writing to Resolutions Committee before 2:00 p.m. on first day of Annual Convention.
- (2) May be presented only by members of Delegate Assembly.
- (3) Committee must distribute report to members of Delegate Assembly at least 24 hours in advance of business session.

1966

- (1) Must be submitted in writing to Resolutions Committee at least 30 days before first day of annual meeting.
- (2) May be presented only by executive bodies of member state school boards associations, Board of Directors, delegates to Delegate Assembly or member of committee.
- (3) Same as above.
- (4) Required is a 2/3 vote in favor of resolutions by members of Delegate Assembly.

1970

- (1) Must be submitted in writing to Committee at least 90 days before the first day of the Annual Meeting.
- (2) May be presented by Active Members, by Board of Directors, governing bodies of the regional groups, by Steering Committees of Councils, by Direct Affiliates, delegates to the Delegate Assembly, or by the committee.
- (3) Same as above.
- (4) Same as above.
- (5) Proposed resolutions not presented as indicated in #1 and #2 shall not be considered by Delegate Assembly unless 2/3 of delegates present and voting elect to suspend these rules to consider such late proposals.

APPENDIX N

1977

- (1) Proposed resolutions to the Delegate Assembly must be submitted in writing by December 1st prior to the first day of the meeting of the Delegate Assembly to a committee to be created for that purpose by the Board of Directors.

1981

- (1) Proposed resolutions must be submitted in writing by December 20.

A Bird's Eye View
of
GENERAL INFORMATION ON SCHOOL BOARDS AND SCHOOL DISTRICTS

March, 1987

<u>Year</u>	<u>Number of School Boards</u>	<u>Year</u>	<u>Number of One-Room School Houses</u>
1930	128,000	1930	149,282
1945-46	101,400 (23.3 million pupils/average enrollment - 230)	1935-36	131,101
		1939-40	113,600
1949-50	83,718	1945-46	86,563
1953-54	63,057	1949-50	59,652
1959-60	40,500	1953-54	42,865
1965-66	26,983	1959-60	20,213
1969-70	19,169	1965-66	6,491
1973-74	16,730	1970-71	1,815
1979-80	15,900 (41.5 million pupils/average enroll- ment - 2,600)	1975-76	1,166
		1980-81	921
1985-86	15,350 (39.3 million pupils)	1982-83	798
		1985-86	835

(Information from National Center for Education Statistics, U.S. Dept. of Education)

- 1.) *The reduction of school systems has taken place as a result of laws authorizing or requiring reorganization, the consolidation of small systems, and the elimination of most non-operating systems (which either had no pupils within their boundaries or sent them on a tuition basis to a nearby school system).*
- 2.) *Between 1927 and 1975, the percentage of women on school boards in the United States remained virtually unchanged at about 12%. In 1978, the percentage jumped to 26% and rose steadily until 1986, when it was estimated at 36.6%. Thus, since 1983, women have comprised more than one-third of all school board members nationwide. (Source: The American School Board Journal) Clearly, times have changed since 1925 when William McAndrew, President of the American Association of School Administrators and Superintendent of the Chicago Public Schools, said: "Women, God bless them, they belong anywhere but on the school board." (Arthur H. Rice, AASA -- THE CENTENNIAL STORY, 1986)*
- 3.) *One-room (one teacher) schools were the norm throughout the United States until World War II. Today, the largest concentration of the remaining schools is in Nebraska (360) and in Montana and South Dakota (each with about 100). Others are in northern New England, mountainous western states, northern Great Plains, islands off the coast of Maine and Washington, and in Alaska. At least 21 states no longer have one-room schools.*

APPENDIX O

A Bird's Eye View
of
INDEPENDENT CONSULTANTS TO NSBA THROUGH THE YEARS
March, 1987

Throughout its history, NSBA has had recourse to independent consultants -- both on a sustaining basis (e.g., auditor, attorney, public relations, etc.) and on an ad hoc basis, when one-time issues needed to be addressed in an in-depth way that was outside the normal purview of NSBA executives (e.g., purchasing a magazine, relocating corporate offices, constructing a building, etc.) These people contributed substantially to NSBA's development and are identified below.

I. Public Relations

- Glick & Lorwin (Boris Lorwin), New York City, 1961-1977
- Harsche, Rotman & Druck, (Dan Priest), Washington, D.C., 1977-1978
- Manning, Selvage & Lee, Washington, D.C., 1987-

II. Auditors

- Arthur Anderson & Company, Chicago and Washington, D.C., 1960-1977
- Peat, Marwick Mitchell & Company, Washington, D.C., 1977-1985
- Touche Ross & Company, Washington, D.C., 1986-

III. Legal Counsel

- Casey & Loomis, Washington, D.C. (prior to 1971)
- Jenner & Block, Chicago, 1971-1977
- (NSBA Office of Legal Counsel established in 1977)

IV. Management Consultants

- Fairbanks & Associates (John Evans), New York, 1960s and 1970s
- Arthur D. Little Company, Cambridge, Massachusetts, 1978-1982
- James Dunlop & Associates, Marblehead, Massachusetts, 1982

V. General Personnel Policy and Wage and Salary Consultants

- Towers, Perrin, Forster & Crosby, Washington, D.C., 1980-

VI. Consultants

• Insurance Matters

- John Graff, Chicago, 1967-1972
- Lee Fitzgerald, Washington, D.C., 1970-
- Towers, Perrin, Forster & Crosby, Washington, D.C., 1980-

APPENDIX P

- Pension Matters
 - Lee Fitzgerald, Washington, D.C., 1969-1980
 - Towers, Perrin, Forster & Crosby, Washington, D.C., 1981-1986
 - Johnson & Higgins, Washington, D.C., 1986-
- Fundraising
 - Nancy Low & Associates, Washington, D.C., 1982-1983
 - Peabody Communications, Washington, D.C., 1982-1983
- Corporate Move from Evanston, Illinois to Washington, D.C.
 - Moran, Stahl & Boyer, Chicago, 1975-1976
- NSBA Office Construction in Alexandria, Virginia
 - Price Waterhouse & Co., Washington, D.C., feasibility study, 1982-1983
 - Leggat McCall & Werner Co., Inc., Washington, D.C., Building Broker, 1982-
 - Sigal Construction, Washington, D.C., 1982-1985
 - Lewis/Wisnewski & Associates, Ltd., Alexandria, Virginia, Building Architects, 1983-1984
 - James C. Brincefield, Jr., Alexandria, Virginia, Building Contract Legal Counsel
 - Wickwire Gavin & Gibbs, Alexandria, Virginia, Bond Counsel, 1983-1984
 - Perkins & Will, Washington, D.C., Office Space Planning, 1983-1986
 - Architectural Interiors, Washington, D.C., Space Planning & Reconfiguration, 1986-
 - Analinc Corporation, Washington, D.C., computer consultant, 1983-1985
 - Gordon McPherson, Washington, D.C., telephone consultant, 1983-1984

A Bird's Eye View
of the
CURRENT NSBA EXECUTIVE STAFF ORGANIZATION

March, 1987

The NSBA professional executive staff is organized into seven operating Centers or Offices, each headed by an associate executive director. They are as follows:

- Center for Federation Member Relations, State Legislation & Public Policy
- Center for School Law & Litigation
- Office of Program Services
- Office of Federal Relations
- Office of Special Programs, Coordination & Planning
- Office of Public Relations & Communications
- Office of Finance & Administration

Their specific areas of responsibility include the following:

• Center for Federation Member Relations, State Legislation & Public Policy. Responsible for conducting NSBA liaison activities with Federation Members, including the Federation Member Executive Directors' NSBA Liaison Committee. This involves responsibility for conducting the President's Retreat, the Leadership Conference, and Federation Member winter, summer and convention institutes; coordinating all projects funded through NSBA Revenue Sharing, administering all projects funded through grants; conducting membership surveys and policy research; administering the State Association Management Information Network (SAMIN), and maintaining a clearinghouse on state legislation and public school policy. Produces various publications, including Executive Digest newsletter, Speakers' Bureau Directory, Leadership Reports (jointly with Office of Special Programs, Coordination and Planning), and special reports on an ad hoc basis. Two component units are Research and Information Services, and Surveys and Studies.

• Center for School Law & Litigation. Responsible for NSBA's legal advocacy before federal and state courts, including the filing of amicus curiae briefs and all activities of the Council of School Attorneys. Issues legal analyses on state legislation and files legal statements before federal administrative agencies. Conducts school law seminars and publishes school law monographs and trial notebooks. Serves as General Counsel for NSBA. Component units include the Legal Section and the Administrative Department.

• Office of Program Services. Responsible for NSBA's annual convention, publication of The American School Board Journal and The Executive Educator monthly magazines, educational conferences and seminars, the Education Policies Service (EPS), consulting services, and the School Personnel Management System (SPMS). The Convention & Education Services Section

APPENDIX Q

includes the Convention Department, Education & Management Services Department, and the Exhibits & Meetings Services Department. The Magazines Section includes the two national magazines, their editorial and circulation departments, and advertising office.

- Office of Federal Relations - Responsible for carrying out NSBA's advocacy program with Congress and the Executive Branch through lobbying activities, networks of school board members, and utilization of an analytical resource base. The three departments are Federal Programs, Legislative Counsel, and Network Operations. The latter includes activities of the Federal Relations Network (FRN) and the Forum of Federal Policy Coordinators (FPC). Another function is operation of the Urban/Large District Desk.

- Office of Special Programs, Coordination & Planning - Responsible for long-range planning and all NSBA marketing activities except those involving the two NSBA magazines; development and fulfillment of the NSBA Direct Affiliate program; the Council of Urban Boards of Education, Large District Forum, and Rural District Forum; the School Board News biweekly newspaper; the NSBA News Service; and the Institute for the Transfer of Technology to Education (ITTE) and its Technology Leadership Network. The five operating components are ITTE, Marketing Department, Special Program Services Department, Direct Affiliate Development, and School Board News.

- Office of Public Relations & Communications - Responsible for formulating and carrying out NSBA's public relations programs to enhance the status of public elementary and secondary education and to build public awareness of the roles and functions of local school board members, Federation Members and NSBA officers as the primary leaders and policy-makers of public school systems and as spokespersons on public education issues. Also responsible for liaison with other organizations and institutions on behalf of NSBA, including the National Caucus of Black School Board Members, National Caucus of Hispanic School Board Members, and National Caucus of Young School Board Members. The Communications & Editorial Services Department is responsible for news media relations, publication of the NSBA Annual Report and Planning Calendar, relations with Federation Member professional communicators in the NSBA Conference of School Boards Association Communicators (COSBAC).

- Office of Finance & Administration - Responsible for providing support services in the areas of financial management, program budgeting, accounting, office facilities and services, personnel and salary administration, data and word processing, and governance. The four departments are Finance and Business, Management Information Services, Office Services, and Property Management.

The NSBA Executive Director has overall responsibility for administering NSBA programs, assisted by a 105-member staff, in serving the NSBA Federation Members and the nation's 97,000 local school board members in more than 15,000 public school districts across the country.

(This is a partial reprint of the NSBA Information Service Bulletin, Vol. V, No. 1, of February, 1967. The Bulletin is no longer a regular NSBA publication.)

SCHOOL BOARDS - A PROUD HERITAGE

The local school board, autonomous in nature and governed by appointed or elected laymen, is a uniquely American institution. Indeed, operation of public schools under the control of direct representatives of the people is a significant application of the democratic principle that man can govern himself in freedom...

How did public school boards originate? While many citizens are familiar with present-day school board functioning, few possess knowledge of the historical background which led to the evolution of boards of education. An awareness of this background will enable school board members, educators and others to better understand and appreciate the import of local lay control of education.

New England Contribution

The American tradition of free schools for a free people has its roots in New England where the Massachusetts Bay Colony took the first steps toward development of public education and of schools governed by lay citizens. Ellwood Cubberley states: "Of all those who came to America during the early period, the Puritans who settled New England contributed most that was valuable for our future educational development, and established in practice principles which have finally been adopted generally by our different states."¹

The Puritans who colonized New England had left Europe in search of greater religious freedom for themselves. In establishing towns, a combined civil and religious form of government, the European influence prevailed: Church and State were one, and religion and education equally shared the center of town life. Initially, education in the New England Colonies was a family responsibility predicated on the belief that children must be taught to read in order to gain knowledge of Gospels necessary for personal salvation. Education was an essential prerequisite for full participation in home and church religious services.

The attitude of the early Puritans toward religion and learning is well expressed in an extract from a New England pamphlet printed in

¹ Ellwood P. Cubberley, Public Education in the United States (Boston, 1962), p.14.

1643. The extract, put into modern English, notes the importance of education for the perpetuation of a learned ministry:

After God had carried us safe to New England
And we had divided our houses
Provided necessaries for our livelihood
Heard convenient places for God's worship
And settled the civil government
One of the next things we longed for
And looked after was to advance learning
And perpetuate it to posterity
Dreading to leave in illiterate ministry
To the churches when our present ministry
Shall lie in the dust.

Educational Beginnings

Home instruction eventually was supplemented in larger towns by the voluntary establishment of town schools maintained by an entire community. These early schools were administered by the citizens of the town through their town meetings; thus, education remained under the direct control of the town religious-civil government. Historical records show that, in a town meeting in 1635, Boston "entreated brother Philemon Pormont to become schole-master for the teaching of nourtering of children with us." A year later, Charlestown inhabitants voted to arrange with William Witherell "to keep a school for a twelve month" and set his salary at 40 a year. Many historians point to the New England town school as the grandfather of today's free, tax-supported schools, even though parents were often charged tuition.

Later, these town schools were succeeded by dame schools and Latin grammar schools. The dame school, in fact, soon became the primary school of colonial New England, and attendance was a prerequisite for admission to the Latin grammar school. A dame school was run by an educated woman, who received children into her home and, for a small fee, taught them the fundamentals of reading, writing, spelling and Catechism. Latin grammar schools specialized in preparing boys for entrance to the college of the colony.

Apparently, the voluntary action on the part of townspeople in establishing town schools was not sufficient to educate all children, particularly as towns grew in size and the number of children to be educated increased. In addition, many parents and masters neglected their education duties. Recognizing this problem, leaders in the Puritan Church appealed to the colonial legislature to assist them in compelling parents and masters to observe their educational obligations.

Laws of 1642 and 1647

The result was the now-famous Massachusetts Law of 1642 that established the right of the government to demand universal literacy. Under this law, town officers were empowered to compel parents to teach their children to read and understand the principles of religion and the capital laws of the

country. Those who disregarded this responsibility — an obligation which was subject to investigation by town officials — could be fined for not complying with the provisions of the law.

Five years later, in 1647, the Massachusetts Bay Colony passed the Old Deluder Law which set up a school system and established the right of the State, acting as servant of the Church, to require compulsory schools for the young. The law contended that Ye Old Deluder, Satan, had been keeping men from knowledge of the scriptures and that education was necessary to combat this threat. The law therefore ordered:

" . . . yt evry towneship in this jurisdiction, aftr ye Lord hath increased ym number to 50 householdrs, shall then forthwth appoint one wth in their towne to teach all such children as shall resort to him to write and reade, whose wages shall be paid eithr by ye parents or mstrs of such children, or by ye inhabitants in genrall, by way of supply, as ye major part of those yet ordr ye prudentials of ye towne shall applint; provided, those yt send their children be not oppressed by paying much more yn they can have ym taught for in othr townes; and it is furthr ordered yt where any towne shall increase to ye numbr, of 100 families householdrs, they shall set up a grammar schoole, ye mr therefore being able to instruct youth so farr as they shall be fited for ye university, provided yt if any towne neglect ye performance hereof above one yeare, yt every such towne shall pay 5 to ye next schoole till they shall performe this order."

In noting the significance of these two laws, which became the basis for legislation in all the other New England Colonies, Cubberley states: "It can safely be asserted that the two Massachusetts laws of 1642 and 1647 represent not only new educational ideas in the English-speaking world, but that they, together with the laws of 1634 and 1638 providing for the equalized and compulsory taxation of all for all town charges, also represent the very foundation stones upon which our American public school systems have later been constructed."²

Town Selectmen

The burden for enforcing the laws of 1642 and 1647 fell to town selectmen, who, as towns grew in population, performed the school legislative and administrative functions previously handled by the town meeting. The details of education, like other concerns of government, had become too numerous and time consuming for the people to administer them directly. Recognizing the need to delegate responsibility for overseeing the schools but desiring to keep their control close to themselves, the townspeople gave to their elected representatives, the selectmen, responsibility for handling school affairs. Moehlman surmises that school control was delegated to selectmen probably because the act involved the levying of taxes.³ Whatever the underlying reason, the selectmen became, in reality, the first lay representatives of the community charged with management of the schools.

² Ibid., p. 18.

³ Arthur P. Moehlman, School Administration (Boston, 1951), p.65.

In addition to education functions, selectmen attended to other town civil and church business as well. But government affairs grew in complexity and the population continually increased, the responsibilities of the selection became increasingly heavy. At the same time, the details of operating the schools, because of their growth and expansion, became more burdensome. To ease this problem, the selectmen appointed temporary committees of townspeople who hired schoolmasters, provided school houses and attended to other specifically designated school matters. However, the demands of education were such as eventually to require appointment of committees to over see the general operation of the schools on a continuing basis. Thus, the permanent school committee came into being.

In 1721 the Boston selectmen nominated a permanent citizens' committee on school visitation, and similar committees -- without legal status -- were appointed in other cities and towns. For the first time, then, local government authorities delegated part of their control over schools to lay citizens. From these school committees, with their tradition of local control of school matters, have evolved the local school boards and city boards of education of today. School boards in New England are still called school committees to this day.

However, school committees at this period were appointed by town officials for mere convenience of administration and without either the authorization or direction of the general law. In theory at least, the school committees remained under the direction of the combined civil-religious form of colonial government. Not unless school districts were established -- marking decentralization of educational control -- and the complete separation of education functions from the arm of the Church was effected, did independent public school boards come into being.

Rise of School Districts

The circumstances that dictated the triumph of local control over early schools are embodied in the district system. This manner of organizing the schools first appeared in eighteenth century New England.

Originally, each town contained one small community within an area of twenty to forty square miles, and everyone as required by law lived within a half mile of the meeting house. As new settlers arrived and new interests arose, the population gradually spread into rural areas far removed from the center of town. By 1725 the population of most of the towns had been scattered over much of the town's area, and small settlements -- cut off from the central town by hills, streams, forest or mere distance -- had been formed. Due to the difficulties of communication, these little settlements tended to become isolated and independent; eventually they were established into parish subdivisions of the town.

Before long, the people in these outlying settlements realized they were paying taxes to the central town but were too far away to attend town meetings or send their children to town schools. They demanded local rights and separate services, factors which contributed to the breakdown of top government. Among these demands was that the central town school be divided; either the school must be moved about, and taught proportionately

in each parish, or separate schools must be established and maintained in each. The result at first was the moving town school, somewhat like a circuit court, which operated in each community for a number of weeks each year proportional to the amount of taxes for education paid by each parish. During the latter part of the eighteenth century, however, the central town gave back to each parish, or school district as it now came to be called, the school tax money it had paid and let it maintain its own school. This step marked firm establishment of the school district system in New England, and in time this system spread over nearly all of the United States.

Evolution of State Schools

Originally, schools in New England arose under the control of the Church. It was the State acting as a servant of the Church which enacted the laws of 1642 and 1647 requiring towns to maintain schools for religious purposes. But by the end of the eighteenth century, the civil or state school had replaced the Church-dominated schools of an earlier period.

Ellwood Cubberley ably described the evolution of state schools:

The erection of a town hall, separate from the Meeting-house, was the first step in the process. School affairs were now discussed at the town hall, instead of in the church. Town taxes, instead of church taxes, were voted for buildings and maintenance. The minister continued to certificate the grammar-school master until the close of the colonial period, but the power to certificate the elementary-school teachers passed to the town authorities early in the eighteenth century. By the close of this century, all that the minister, as the surviving representative of church control, had left to him was the right to accompany the town authorities in the visitation of the schools. Thus gradually but certainly did the earlier religious school pass out from under the control of the Church and become a state school. When our national government and the different state governments were established, the States were ready to accept, in principle at least, the theory gradually worked out in New England that schools are state institutions and should be under the control of the State."⁴

With the establishment of state schools and local school districts, the way had been paved for legal recognition of local school committees. In 1798, for the first time, the school committees of Massachusetts were acknowledged by law as separate governing bodies of the city or town, but some of the selectmen or members of other town governing boards were included in their membership. This new state law dealing with the certification of teachers recognized special school committees by authorizing the acceptance of elementary school teaching certificates from such committees in lieu of a certificate from the selectmen, and by implication also sanctioned the employment of teachers for the schools by school committees. The law of 1798 also gave the selectmen some power in

⁴ Cubberley, pp. 74-75.

the grading of schools and made the visitation and inspection of schools a uniform requirement upon the ministers and selectmen or committees of the several towns.

Separate School Committees

In 1826 Massachusetts took the final step in the evolution of a distinct school board by ordering each town in the State to elect a separate school committee to have "the general charge and superintendence of all the public schools" of the town. This law marks the final transfer of educational functions from the selectmen to a new body, created specifically for the purpose of administering public education in the towns. School committees now elected teachers, certificated them, supervised instruction, selected textbooks, had control of school buildings and made rules and regulations for the control of the schools. The law of 1826 heralds the official beginning of the school committee or board of education operating as the governing body for the public schools, separate from the governing body of city or town.

In time, New England's form of educational organization became the prevailing American practice. As stated by Keith Goldhammer:

"As the population of the United States spread westward and settled in remote areas of the country and in isolated parts of each state, the settlers found the New England system of control over education advantageous. It appeared to them as consistent with their spirit of independence and desire to manage their own affairs apart from the dictates of a central governmental authority. It also appealed to them as a rational answer to the complex problem of administering a broadly diffused educational system in each of the immense western states. The local school district and the local school board were ready-made devices for constituting educational authorities to attend to the state's responsibility for the education of its children in each hamlet as well as in its metropolitan centers."⁵

Thus the American school board as an institution originated with the New England town meeting and its development paralleled the growth of the concept of free public education for all children. Education was regarded as a unique governmental function, provision for which was to be placed, first and foremost, under the guidance of specifically selected citizens.

Local control of the schools through boards of education has kept American schools responsive to immediate popular will and, by the same token, has kept them close to the hearts of the people. School boards are, in fact, a proud heritage and a real bulwark of freedom.

⁵ Keith Goldhammer, The School Board (New York, 1964), pp. 3-4.

EPILOGUE

My modest efforts to write the unfinished history of NSBA -- sandwiched in between the demands of "running the shop" during February of 1987 -- had lots of help. I relied heavily on the archives of the AMERICAN SCHOOL BOARD JOURNAL, whose editions on file in NSBA offices date back to 1891, the year the magazine was founded. The minutes of meetings of the Delegate Assembly and the Board of Directors through the years, and other NSBA publications, also were excellent resources. Helpful as background were W.A. Shannon's unpublished "Emergence of the National School Boards Association," written in 1965 as fulfillment for graduate school of education requirements at Harvard, and Arthur H. Rice's unpublished "AASA -- the Centennial Story," authored in 1964.

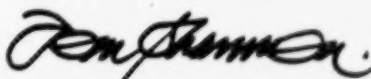
This history does not dwell on the foibles and fights within the dynamics of the NSBA Federation as NSBA -- and its state associations and other Federation Members -- grew from a squalling infancy through robust adolescence and into their vigorous maturity today. Instead, this evolving story celebrates what people of goodwill, filled with an overriding sense of nobility for a righteous cause -- high quality public elementary and secondary education through school board leadership -- can do when they join together in our free society in the national association that is NSBA. It focuses on the ideas, forces and events that came together to move NSBA -- and its nationwide federation -- forward through years of continuing expansion after NSBA's founding in 1940, with its long roots extending back into the middle of nineteenth century America and beyond.

My colleagues -- NSBA's associate executive directors -- read the original draft and offered valuable counsel, including compilation of some of the appendices. Special thanks go to NSBA staff members Del Stover and Bill Tanner for their research work, Phil Smith for his editorial advice, Barbara Shannon for her research and editorial assistance, and Mary Frances Gray, of NSBA's word processing department, who typed it all.

Even with all the willing and enthusiastic help accorded me, I bear sole responsibility for the finished product. But that's almost an anomaly because I hope that this version will be expanded in 1990 and a more formal -- and thorough -- book called something plain like "NSBA -- the First Fifty Years" will be printed in a more accomplished format. That year -- NSBA's "golden anniversary" -- also should see published the NSBA-sponsored definitive history of the American institution of representative governance of the public schools -- the local school board -- and the profound impact that it (and its predecessor lay boards) had on the development of our nation since the seventeenth century.

In the meantime, NSBA will use this writing to produce some pamphlets on NSBA's history that will be short, concise, and interesting to school board members and others who have a general interest in NSBA and the magnificent American institution of the local school board, but who are not steeped in the magic, excitement, and worthy cause of elected and executive leadership work in school board associations at the state and national levels in the United States.

Very truly yours,

A handwritten signature in cursive script, appearing to read "Tom Shannon".

Thomas A. Shannon
Executive Director
National School Boards Association
March 31, 1987